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ABSTRACT

Pay equity, sometimes referred to as comparable worth, is a remedy for wage discrimination based on race or sex. It's basic premise is that pay should be based on job-related factors such as skill, effort, responsibility and working conditions, not on a worker's gender or race. Studies have consistently demonstrated that jobs predominantly held by women and/or people of color are paid less than comparable jobs held by white men. Furthermore, studies have shown that these jobs are undervalued because they are held by women and/or people of color. In the 1980s, pay equity became a major political issue. During the decade pay equity initiatives in the public sector brought over $450 million to thousands of women and people of color working for states, cities, counties, school districts, community colleges, and hospitals. The facts about pay equity activities during this period are documented in this comprehensive report. Three levels of pay equity activity are identified: research/data collection; pay equity study; and pay equity adjustments. The means by which the activity at these levels has come about also are discussed and include collective bargaining, legislation, litigation, and grassroots advocacy. The body of the report is given to discussion and analysis of these pay equity activities as they have occurred in the federal government, states, counties, municipalities, school districts, and colleges and universities. The appendix includes a 22-item reference list, a glossary of terms, and a questionnaire on public sector pay equity activity. (DB)

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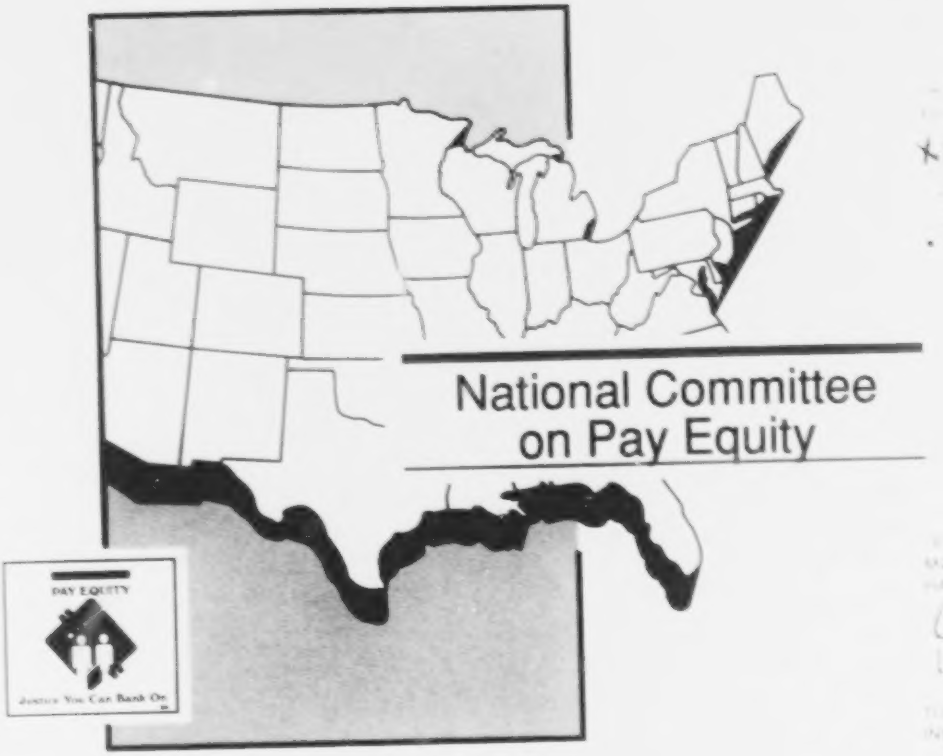

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on Pay Equity

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PAY EQUITY ACTIVITY
in the
PUBLIC SECTOR
1979 - 1989

Full Report ❑ October 1989

SO 030 191

PAY EQUITY ACTIVITY IN THE PUBLIC SECTOR
1979 - 1989

National Committee on Pay Equity

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Finally, as in years past, we would like to thank the hundreds of individuals in coalitions, unions, state and local agencies, commissions on women and legislative bodies who took the time to complete the questionnaires used by the National Committee on Pay Equity to obtain the information necessary for *Pay Equity Activity in the Public Sector, 1979 - 1989*.

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About Pay Equity Activity in the Public Sector, 1979 - 1989

In 1984, NCPE published *Who's Working for Working Women*, jointly with the Comparable Worth Project (Oakland, CA) and the National Women's Political Caucus, to document how the principle of pay equity was being applied by state and local governments and to serve as a reference guide for public officials and others considering taking action through government initiatives. The report identified over 100 government initiatives undertaken by school districts, counties, municipalities and state legislatures in at least 30 states.

In the years that followed the release of *Who's Working for Working Women*, NCPE continued to document the number of jurisdictions in the public sector that were addressing sex- and race-based wage inequities. Information-gathering efforts produced surveys of state-government level pay equity from 1985 through last year's *NCPE Survey of State-Government Level Pay Equity Activity 1988*. Also, in 1987, NCPE released its *Survey of Pay Equity Activity in Colleges and Universities* and *Survey of Local Pay Equity Activity*. These reports identified a burgeoning number of jurisdictions that were examining their wage-setting systems for sex and race bias and making pay equity wage increases for women and people of color in undervalued jobs.

Pay Equity Activity in the Public Sector, 1979 - 1989 represents NCPE's most comprehensive effort to date documenting the initiatives taken by public sector employers to address sex- and race-based wage inequities through pay equity.

This report has not been copyrighted. NCPE encourages readers to use it to stimulate new dialogue on pay equity as a strategy for closing the gap in wages between women and men and between whites and people of color. We appreciate a citation as the source of the information contained in this report.

Additions to the report are welcome. Public sector employers, unions and organizations that would like to include their jurisdiction's pay equity activity in future reports by NCPE are invited to complete the questionnaire included in the appendix and return it to the National Committee on Pay Equity.

Ordering Information

Additional copies of *Pay Equity Activity in the Public Sector, 1979 - 1989* can be ordered from NCPE for $10.00 (NCPE members), $15 (non-members). Copies of the Executive Summary of the report can be ordered for $3 (NCPE members), $5 (non-members). Orders must be prepaid.

About the National Committee on Pay Equity

The National Committee on Pay Equity, formed in 1979, is a national membership coalition of labor, women's and civil rights organizations, religious, professional and legal associations, state and local pay equity coalitions and commissions on women and individual women and men committed to eliminating sex- and race-based wage discrimination and to achieving pay equity.

NCPE provides leadership, information and technical assistance to pay equity advocates, public officials, employers, the media and the public.

As a central clearinghouse for information on pay equity activities throughout the U.S. and the world, NCPE maintains data and contacts for hundreds of jurisdictions. Employers, researchers, advocates and others are encouraged to assist NCPE in its information-gathering efforts by sending reports, articles and other materials to its Washington, DC office.

A non-profit, tax-exempt organization, NCPE is supported by dues, special contributions from members and grants.

For more information, contact the National Committee on Pay Equity, 1201 Sixteenth Street, NW, Washington, DC 20036. Telephone: 202/822-7304.

National Committee on Pay Equity

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OVERVIEW

From Washington State to Washington, DC, pay equity initiatives in the public sector have crossed the map, bringing over $450 million to thousands of women and people of color working for states, cities, counties, school districts, community colleges and hospitals. Pay equity became the issue of the 80's for workers, unions, women's and civil rights advocates, governors, legislators, personnel managers, city council members and others in hundreds of jurisdictions nationwide. The National Committee on Pay Equity has documented the facts of the decade's pay equity activities in this comprehensive report.

What is Pay Equity?

Pay equity, sometimes referred to as comparable worth, is a remedy for wage discrimination based on race or sex. Its basic premise is that pay should be based on job-related factors such as skill, effort, responsibility and working conditions, not on a worker's gender or race.

Studies have consistently demonstrated that jobs predominantly held by women and/or people of color are paid less than comparable jobs held by White men. Furthermore, these studies have shown that these jobs are undervalued *because* they are held by women and/or people of color.

What is the Status of Pay Equity in the Public Sector?

For the past ten years, at the urging of unions and women's organizations and a growing number of civil rights organizations, public sector employers have been slowly but steadily examining their wage-setting systems to find that many facets of the work required in female-dominated occupations have been undervalued. For example, the state of New York's new wage-setting system recognizes that the skills associated with the use of specialized equipment like video display terminals and typewriters are as valuable as skills needed to operate equipment such as the heavy machinery and drills often associated with work in male-dominated occupations.

Local governments in over 20 states have taken at least an initial step to address pay equity. Every state except Alaska, Arkansas, Delaware, Georgia and Idaho has taken a closer look at how the women in the state workforce are paid. The states of New York, New Jersey and Wisconsin have also looked at how people of color are paid, as have the cities of Philadelphia and Washington, DC. The National Committee on Pay Equity has identified three levels of pay equity activity: Research/Data Collection; Pay Equity Study; and Pay Equity Adjustments.

At the first level, **Research/Data Collection**, the activity is often conducted by an officially-appointed task force or commission. Task forces, depending on the jurisdiction, are often composed of representatives from offices of personnel/human resources/ management/ finance, workers' unions, the commission on women, civil rights organizations, citizen advocacy groups and others. Task forces have been appointed to oversee the work of a job evaluation consultant and/or to monitor implementation of pay equity study results.

At the second level, **Pay Equity Study**, a wide variety of initiatives have been undertaken by public sector employers and unions. Through interviews with public sector personnel departments and public sector union members, NCPE has discovered that pay equity initiatives include comprehensive point-factor studies done from scratch; studies using benchmark classes; studies conducted internally by personnel departments, by outside consultants or by joint labor-management oversight committees; and very pragmatic, bargained solutions.

"The problems encountered and the depth of the ultimate solutions in terms of both total pay equity dollars committed and structural pay relationship changes vary depending on particular [scope, methodology and implementation] details," said one pay equity advocate who has both bargained for local government employees and worked within her jurisdiction's personnel department on pay equity.

A strategy that has been adopted by some public sector jurisdictions and unions to work toward achieving pay equity has been reclassification. While reclassification often results in wage increases for women and people of color, reclassification alone is not included in any of the three levels of activity that NCPE identifies as pay equity activity unless it involves a conscious comparison between the salaries for female-dominated jobs and male-dominated jobs and/or between jobs disproportionately held by people of color and White-dominated jobs.

At the third and final level of activity, **Pay Equity Adjustments**, activity ranges from settlements of lawsuits for single classifications, such as public nurses, to wide-scale implementation for thousands of workers. The fiscal impact of any type of appropriation has been minimized by public sector employers and unions bargaining for adjustments by utilizing incremental increases. A step beyond adjustments is implementation, which is defined as the activation of a broad-based plan to comprehensively address sex- and race-based wage discrimination. Implementation has occurred in the states of Minnesota, Iowa, Oregon, Washington, New York and Wisconsin. Connecticut is steadily progressing toward implementation. Because of the number of local jurisdictions addressing pay equity, it has not been possible in the scope of this report to determine which ones have gone beyond making pay equity adjustments to fully implementing a plan.

Of the pay equity adjustments made or appropriated, $382,560,000 has been at the state-government level; over $61,847,379 in municipalities; over $5,456,000 in counties; and over $5,047,000 in school districts. Because a majority of the pay equity adjustments made at public colleges and universities have been as a result of state-government level activity, there is no separate total amount for them. In sum, over $450 million worth of pay equity adjustments have been made or appropriated in the past ten years.

Over 50 municipalities, 25 counties, 60 school districts and nearly 200 public colleges and universities have been involved in pay equity activity. These jurisdictions are in addition to Minnesota's 855 municipalities, 87 counties, 435 school districts and 16 public colleges and universities, which were required to implement pay equity under state law. The total number of jurisdictions in the public sector that have been involved in pay equity activity in the past ten years is 1,739.

How Has Pay Equity Been Addressed in the Public Sector?

Collective Bargaining

Almost without exception, all of the pay equity activity in the public sector has occurred within organized workplaces. Women and people of color in unions and employee associations have been in a better position to receive pay equity adjustments than non-unionized public sector workers. Fifty-seven percent of public employees are members of unions in states with collective bargaining laws, according to the Census Bureau.[1]

The two public sector unions that have been most involved in pay equity activity are the American Federation of State, County and Municipal Employees (AFSCME), which has 1.2 million members in the public sector throughout the U.S., and the Service Employees International Union (SEIU), which has nearly 500,000 members in the public sector in the U.S. Other unions that have bargained for pay equity in the public sector include the National Education Association and the American Nurses Association and the following AFL-CIO unions: Communications Workers of America; the American Federation of Teachers; the National Union of Hospital and Health Care Employees; the International Union, UAW; and the United Food and Commercial Workers International Union.

Pay equity has been addressed at a far greater rate in bargaining by public sector unions than by unions in the private sector. By providing a testing ground for pay equity activity, public sector employers and unions have brought pay equity out of its ten-year period of infancy.

Collective bargaining laws are one of the prime determinants of which state and local governments have been involved in pay equity, and why. These laws not only determine the degree of unionization in a state, and therefore advocacy for public sector workers, but also how wages, and pay equity, can be and have been addressed. Executive order allows federal agencies to recognize employee unions, however, unlike some state and local workers, federal employees, except postal workers, may not bargain over wages and benefits. The District of Columbia and 22 states have collective bargaining laws for public sector workers; about half of all state and local government employees have the right to bargain over wages. In the private sector, the legal basis for collective bargaining is the National Labor Relations Act.

Further observed differences that have affected the rate of collective bargaining for pay equity in the public sector and not in the private sector include:

- Public sector bargaining is subject to continual outside scrutiny or pressures.

- Public sector compensation systems are public knowledge and can be studied by unions and other advocates of pay equity to publicize the employment and pay patterns of women and people of color, and, consequently, to provide elements of political support in public sector bargaining.

The pay equity advocacy by unions through collective bargaining, active organizing, litigation and political action that began in the late 1970's lead to the creation of innovative new ways of eliminating sex- and race-based wage discrimination from wage-setting systems. In the 1990's, activity may increase as more local governments address pay equity and as unions share bargaining strategies and perfect techniques.

Legislation

Wage discrimination is already illegal under Title VII of the Civil Rights Act of 1964. The legislation passed at the state and local government levels has been to affirmatively remedy sex- and race-based wage discrimination.

Many states have passed legislation that established task forces to research pay equity, authorized pay equity studies, and appropriated pay equity adjustments. In many cases, legislation followed or happened concurrently with collective bargaining.

The state of Minnesota is the only jurisdiction to have addressed pay equity for state and local government workers through comprehensive legislation, first with the State Government Employees Pay Equity Act in 1982, and, in 1984, with the Local Government Pay Equity Act.

Litigation

In 1981, the Supreme Court, in *Gunther v. County of Washington* (452 U.S. 161, 1981) held that wage discrimination is illegal, whether the jobs under question are identical or different. The county of Washington, Oregon had commissioned a job evaluation study to determine the relative value of its jobs. The study showed that female prison guards' jobs were worth 95 percent of male guards' jobs. The female guards had fewer inmates to watch over and had some clerical duties in addition to their security duties. Despite these findings, the county paid its female guards 70 percent of what it paid its male guards. The Supreme Court reinstated the case, which had been thrown out of a lower court because the women were not doing the same work as the men. The Court held that Title VII is broader than the Equal Pay Act of 1963 and prohibits wage discrimination whether the jobs are the same or different.

An additional Supreme Court ruling, in *Bazemore v. Friday* (106 S. Ct. 3000, 1986), held that evidence of discrimination prior to the effective date of Title VII was relevant to showing that a wage-setting system is discriminatory if use of the discriminatory system continued after Title VII went into effect. The Court also held that discrimination may be established through the use of statistics. Plaintiffs in the case had used statistical analysis to show that all of the legitimate factors given by employers for the difference in pay between Whites and Blacks did not account for the entire wage gap between the White and Black workers. Plaintiffs did not need to establish discrimination to a scientific certainty, the Court maintained.

Two issues are left for resolution in the courts. The first is determining what evidence is necessary for workers to prove that wage discrimination exists; the second is determining what defenses employers can raise to avoid liability. One case pending in the courts in 1989 may provide insight into these unresolved issues -- *AFSCME/Civil Service Employees Association v. County of Nassau* (No. 84-1730-EDNY-ILG).

Settlements for pay equity adjustments have resulted from class action suits brought by union members in several states. The American Federation of State, County and Municipal Employees in *AFSCME v. Washington* (1985) brought a $101 million settlement; the Pennsylvania Nurses' Association in Pennsylvania (1987) brought $16 million, and, in Illinois (1989), the American Nurses' Association brought a significant settlement for state nurses and other state employees in female-dominated jobs who are AFSCME members; and the Rhode Island Education Association (1984) reached a settlement for adjustments for clerical workers at the University of Rhode Island.

Grassroots Advocacy

Commissions on women in the states of California, Connecticut, Illinois, Michigan, Minnesota, Vermont and West Virginia and in many other local jurisdictions have been crucial in directing attention to wage inequities for public workers by conducting research, lobbying for pay equity legislation, serving as representatives on task forces and conducting hearings, among other activities.

Currently, statewide pay equity coalitions are active in the states of Michigan, North Carolina, Utah, Massachusetts, Kansas, Connecticut and Delaware and local coalitions are active in the cities of Boston, Philadelphia and Pittsburgh.

Supportive resolutions on pay equity were passed by the National Governors Association in 1984, by the U.S. Conference of Mayors in 1985, and the National Conference of State Legislatures in 1987. The International Personnel Management Association, the largest organization representing public sector personnel management professionals, passed a pay equity resolution in 1985.

Conclusion

Given the range and extent of pay equity activity in the public sector over the last decade, pay equity was indeed the issue of the 80's, as former Equal Employment Opportunity Commission Chair Eleanor Holmes Norton predicted. Pay equity adjustments totalling over $450 million made a difference for women and people of color working in the public sector. As a means of eliminating sex- and race-based wage discrimination, pay equity has been tested and proven workable by hundreds of state and local governments and unions. As more women and people of color enter the workforce, it is clear that unions, workers and employers in the public and private sectors will need to work together to reach cooperative solutions for raising the wages in underpaid female-dominated and disproportionately minority job classifications well into the 1990's.

Facts on Women and People of Color in Public Sector Employment

- Women comprised 52.8 percent of the total public sector workforce in 1988, compared to less than 45 percent of the general workforce. One out of every six women in the workforce was working for federal, state or local government in 1988.[1]

- Approximately half of all full-time employees in states and counties are women; women comprise only one-quarter of the full-time workforce in cities and townships.[2]

- Black women are more often employed in the public sector than in the economy as a whole. One of every four Black women is a public employee.[3]

- Clerical workers are overrepresented in state and local government, making up 43.9 percent of its female workforce, compared to 28.3 percent in the economy as a whole.[4]

- In 1984, 730,000 full-time employees worked in hospitals and sanatoriums. One-third of these employees are people of color and almost three quarters of them were women.[5]

- As of 1984, some 27.6 percent of all blacks and 23.4 percent of all Hispanics employed full-time in state and local government held jobs in service and maintenance categories.[6]

- Two out of 5 Asians in state and local government held professional jobs in 1984.[7]

- Almost 4 out of every 10 women working full-time in state and local government worked in office or clerical jobs.[8]

- Overall, county government salaries are low due to the number of full-time employees in relatively low-paying office and clerical jobs. Cities and townships offered the highest median salaries.[9]

Many of the facts provided above are from "Women in the Public Sector," by Debbie Goldman at the Public

Employee Department, AFL-CIO in Washington, DC. Forthcoming, 1989. The exact footnotes appear in the *Footnotes* section at the end of this publication.

PAY EQUITY ACTIVITY IN THE FEDERAL GOVERNMENT

21

PAY EQUITY ACTIVITY IN THE FEDERAL GOVERNMENT

Until 1989, the federal government had not addressed pay equity for women and men of color in the federal workforce. While Congress first began to raise concerns about pay inequities in the federal workforce early in the decade, concrete action was not taken until March of 1989, when Congress requested that the General Accounting Office (GAO) undertake a pay equity study. An abbreviated study to examine female-dominated and disproportionately minority job classifications in the workforce was begun in the fall of 1989. A report was expected in approximately 18 months.

Investigation of the necessity to address pay equity in the federal workforce began in 1982, when Congresswomen Ferraro (D-NY), Schroeder (D-CO) and Oakar (D-OH), as chairwomen of the House Subcommittee on Human Resources, Subcommittee on Civil Service and Subcommittee on Compensation and Employee Benefits, respectively, called for joint oversight hearings on pay equity. The purpose of the hearings was to:

> determine the current status and causes of the wage gap between men and women workers; examine how the appropriate government agencies were enforcing the relevant laws and Executive orders; determine if additional legislation was necessary; determine how wages paid to federal employees in occupations dominated by women are affected by the issue of pay equity; and evaluate whether reclassification actions undertaken by the Office of Personnel Management were related to the question of pay equity.[1]

As a result of the hearings, Subcommittee Chairs requested that the General Accounting Office conduct research on the federal classification and pay systems in order to provide background assistance for evaluating the possible existence of sex-bias in wage-setting.

After the hearings, in the 98th Congress in 1983, nine pay equity bills were introduced.[2] Legislative proposals included: more aggressive enforcement of sex-based wage discrimination laws; the issue of EEOC guidelines to assist employers in eliminating discriminatory wage-setting practices; a study of the wage-setting practices of the federal government by the Office of Personnel Management; and an examination of pay equity in the legislative branch of the government.

Before the end of the 98th Congress, the General Accounting Offices released its report, "Description of Selected Systems for Classifying Federal Civilian Positions and Personnel" in July 1984. Interest in pay equity had grown in Congress, and a legislative proposal for a federal pay equity study had been passed by the House in June. Similar legislation had been introduced, but not passed, in the Senate. House and Senate members agreed in November, however, to request further research by the GAO on options for conducting a federal pay equity study.

The GAO report, "Options for Conducting a Pay Equity Study of Federal Pay and Classification Systems" was completed in March 1985. Subsequently, the Subcommittee on Civil Service, Post Office and General Services of the Senate Committee on Governmental Affairs and the Subcommittee on Compensation and Employee Benefits of the House Committee on Post Office and Civil Service held hearings that focussed on the GAO report and the pending House and Senate proposals for conducting a federal pay equity study. The federal pay equity study legislation introduced in the 99th Congress was the first to call for an examination of race bias in addition to sex bias in federal wage-setting practices.

The 1985 hearings brought passage of House pay equity study legislation in the first session of the 99th Congress; the Senate legislation was never reported from the Governmental Affairs Committee.

In the 100th Congress, legislative proposals included conducting a pay equity study of the Library of Congress; and conducting a pay equity study of the federal wage and classification systems. The House pay equity study legislation was passed for the third time, and, the Senate, as the second session of the 100th Congress came to a close, voted to consider pay equity study legislation.

A request was therefore made to the General Accounting Office in March of 1989 to conduct a federal pay equity study and report to Congress in 18 months.

In 1989, with a pay equity study of the federal government's workforce underway, Congresswoman Oakar and Senator Cranston introduced the Pay Equity Technical Assistance Act to their respective chambers in the first session of the 101st Congress. The legislation seeks the establishment of a clearinghouse on public and private sector initiatives to identify and eliminate wage discrimination based on race, sex or national origin; and to make technical assistance available to public and private sector employers who would like to take steps to identify and eliminate discriminatory wage-setting practices; and to undertake and promote research into the development of techniques to identify or eliminate wage disparities based on race, sex or national origin. Participation in the program would be entirely voluntary. The program would be developed by the Secretary of Labor.

Throughout the federal government's history of working to address pay equity, several federal agencies have been involved in examining pay equity in the federal government and in workforces throughout the U.S. as well. The Equal Employment Opportunity Commission (EEOC) held hearings on female-dominated occupations in 1980. Oversight hearings related to the EEOC's policies on enforcement of Title VII of the Civil Rights Act of 1964 and sex-based wage discrimination were held in 1985 by the Subcommittee on Employment and Housing of the House Committee on Government Operations. Legislative proposals had been introduced in several Congresses relating to the development of EEOC guidelines for addressing sex-based wage discrimination.

Additional federal agencies involved in pay equity activity include the Commission on Civil Rights, which held a consultation on pay equity in 1984 and subsequently issued recommendations in 1985. The Commission rejected pay equity and advised the EEOC and Department of Justice to rely only on the principle of equal pay for equal work. It also recommended that Congress not adopt legislation that would require a pay equity study of the federal workforce. The 1985 conclusions of the Commission were adopted by a vote of five to two, with one abstention.

The General Accounting Office has consistently been called upon by Congress to study the federal workforce.

Finally, the Office of Personnel Management has been involved in pay equity activity. In a 1987 report, the OPM maintained that women were making sufficient progress in the workforce and pay equity was unnecessary. Further analysis of the statistics upon which OPM based its report, however, indicated that OPM had "overstated the progress of women in a few occupations and grades and ignored the continued predominance of women in low-paid, female-intensive occupations -- the exact problem that pay equity is meant to address."[3]

Facts on Women and People of Color in the Federal Workforce

- Women made up 42 percent of the federal workforce in 1986.[a]

- Women of color account for one-third of all women working in the federal civil service.[b]

- In 1986, of all women employed by the federal government, 468,792 were in the lowest-paying salary grades, GS 1-8; only 27,739, or 12 percent, were in higher grades, GS 13-15.[c]

- Women comprised 49 percent of all technical jobs in the federal workforce, compared with only nine percent of blue collar jobs in 1986.[d]

- The overall wage gap, or female-male wage ratio, was 69 percent in 1986. The gap represents an increase of only three percent since 1976.[e]

- As of September 1987, 98.7 percent of all secretaries employed by the federal government were women; 93 percent of clerk-typists; and 75.9 percent of all miscellaneous clerks and assistants.[f]

- People of color represent 27 percent of the federal workforce.[g]

- Men hold 70 percent of all professional jobs in the federal government.[h]

- One-third of all GS 1-3 workers are women of color. Only 4 percent of GS 13-15 workers are women of color.[i]

PAY EQUITY ACTIVITY IN STATES

PAY EQUITY ACTIVITY IN STATES, 1979-1989

State-by-State Overview

In 1989, all but five state governments, at the urging of unions, women's organizations and a growing number of civil rights organizations, had taken action to either study wage inequities, examine their wage-setting systems for sex and race discrimination or make pay equity adjustments to underpaid, undervalued job classifications filled predominantly by women and/or people of color.

Of the five states that have not been involved in pay equity activity -- Alaska, Arkansas, Delaware, Georgia and Idaho -- all had conducted job evaluation studies. The studies, however, did not involve a comparison between female-dominated and male-dominated jobs or between jobs held disproportionately by people of color and White-dominated jobs.

Twenty-three states, including the District of Columbia, have begun or completed pay equity studies. Of these states, New Jersey, New York, Wisconsin and the District of Columbia have examined their wage-setting systems for race bias as well as sex bias.

Twenty states have made pay equity adjustments to one or more female-dominated or disproportionately-minority job classification through collective bargaining and/or litigation.

* * *

Pay Equity Activity Levels: Definitions

Research/Data Collection

Activities at this level are often preliminary to a pay equity study or pay equity adjustments. Conducted or directed by a government entity, activities may include holding hearings on pay equity; monitoring pay equity activities in other jurisdictions; studying pay equity in general; identifying the wage gap; and identifying occupational segregation and inequities between the wages paid to women and men and to people of color and Whites employed by the jurisdiction.

Many women's organizations, commissions on women and unions have engaged in this level of activity to raise awareness and to promote further action. This type of activity, conducted by non-government entities, is included and indicated separately where activity levels have been identified. For example, the city of New York has not taken any action on pay equity, but a coalition of unions funded pay equity research in 1987. This activity is recognized but not included in the total number of public sector jurisdictions that have addressed pay equity in the state-government level pay equity activity tally on pages 21-22.

Pay Equity Study

An initiative is identified as a pay equity study if it is a quantitative or point-factor system and it specifically identifies and seeks to eliminate sex and/or race bias in the wage-setting process. Sex and/or race bias can be eliminated by comparing the points and salaries for female--dominated jobs and male-dominated jobs and/or disproportionately-minority and White-dominated jobs. Sex and/or race bias can be eliminated further by ensuring that jobs dominated by women or held disproportionately by people of color are evaluated fairly according to the skill, effort, responsibility and working conditions for those jobs.

Pay Equity Adjustments

Adjustments are actual pay increases made or appropriated to one or more female-dominated or disproportionately-minority job category.

Implementation of pay equity is achieved when pay equity adjustments are made as a result of a broad-based plan to comprehensively address sex- and race-based wage discrimination.

Key for Pay Equity Activity Levels

GR = Activity conducted by a union, individual state legislator, women's organization or other non-government entity. All other activity indicated has been sanctioned by a governor, state agency or legislature.

R = Research/Data Collection

S = Pay Equity Study

A = Pay Equity Adjustment

State Government Level Pay Equity Activity Levels

State	Research/ Data Collection	Pay Equity Study	Pay Equity Adjustments	# *
ALABAMA	R			0
ALASKA				0
ARIZONA	R			1
ARKANSAS				0
CALIFORNIA	R		A	97
COLORADO	R			1
CONNECTICUT	R	S	A	8
DELAWARE				1
DISTRICT OF COLUMBIA		S		
FLORIDA	R	S/GR	A	1
GEORGIA	R/GR			0
HAWAII	R	S	A	1
IDAHO				0
ILLINOIS	R		A	2
INDIANA	R			1
IOWA	R	S	A	1
KANSAS	R			0
KENTUCKY	R			0
LOUISIANA	R			0
MAINE	R	S	A	1
MARYLAND	R	S		2
MASSACHUSETTS	R	S	A	32
MICHIGAN	R	S	A	8
MINNESOTA	R	S	A	1,392
MISSISSIPPI	R			0
MISSOURI	R			0
MONTANA	R	S		5

NEBRASKA	R			0
NEVADA	R			0
NEW HAMPSHIRE	R			0
NEW JERSEY	R	S	A	1
NEW MEXICO	R	S	A	1
NEW YORK	R	S	A	74
NORTH CAROLINA	R			0
NORTH DAKOTA	R	S		0
OHIO	R	S		1
OKLAHOMA		S		0
OREGON		S	A	11
PENNSYLVANIA	R/GR		A	4
RHODE ISLAND	R		A	1
SOUTH CAROLINA	R			0
SOUTH DAKOTA		S	A	0
TENNESSEE	R			0
TEXAS	R			1
UTAH	R			0
VERMONT	R	S	A	1
VIRGINIA	R			4
WASHINGTON	R	S	A	37
WEST VIRGINIA	R	S		16
WISCONSIN	R	S	A	33
WYOMING	R	S		0
Totals:	44	23	20	1,739

* Total Number of Municipalities, Counties, School Districts, Colleges and Universities in State that Have Been Involved in Pay Equity Activity

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State-Government Level Pay Equity Activity
(*Includes the District of Columbia)

Annual Survey Results 1984-1989

Survey Year	Research/ Data Collection	Pay Equity Study	Pay Equity Adjustments	None
1984	20	11	4	26
1985	41	18	5	6
1986	42	19	11	6
1987	43	21	18	6
1988	43	23*	20	6
1989	44	23*	20	5

A Note about EEO-4 Data

State and local governments, excluding school systems and educational institutions, are required under Title VII of the Civil Rights Act of 1964 to report information on the earnings, hiring, occupational categories and gender and race composition of their workforces. The reports, filed on the U.S. Equal Employment Opportunity Commission's EEO-4 form, are made annually by all states, all jurisdictions with 100 or more employees, and, on a rotating basis, by a sample of jurisdictions with 15-99 employees.

While different employment patterns exist between state and local levels of government, the data provided on EEO-4 forms provide information that, because of the standard form used, is reliable and can provide insights through comparison.

Data from the Bureau of Labor Statistics, which includes public education (school districts, etc.), is generally comparable to EEO-4 data.

The source for all of the wage data below is the State and Local Government Information (EEO-4), 1986, Median Annual Salaries, Full-Time Employment report, unless otherwise indicated.

ALABAMA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$19,365 (100%)
All Women	$17,436 (90%)

	Men	Women
White	$20,986 (100%)	$18,132 (86%)
Black	$15,294 (73%)	$15,794 (75%)
Hispanic	$22,813 (108%)	$20,125 (96%)

In 1980, Alabama conducted a job evaluation study. The study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and white-dominated categories.

The Commission on Women held public hearings on pay equity and other issues in 1985 and reported its findings

to the governor and the legislature.

ALASKA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$39,416 (100%)
All Women	$28,535 (72%)

	Men	Women
White	$39,965 (100%)	$28,933 (72%)
Black	$35,112 (88%)	$27,666 (69%)
Hispanic	$35,857 (90%)	$27,036 (68%)

Funds were appropriated by the legislature in 1983 for a job evaluation study, which was completed in 1985. The study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

Litigation

In 1978, Alaska Public Health Nurses (PHN's) filed a sex-based wage discrimination complaint against the state with the Alaska Human Rights Commission (HRC), alleging that their work was comparable to that performed by state physician's assistants (PA's), and that paying the PHN's less violated the state's equal pay law. The state's equal pay law differs from the federal Equal Pay Act of 1963 by requiring that women be paid equally with men doing "work of comparable character."

After a two-year investigation of the case, the HRC concluded that the state had violated its equal pay law. The HRC held that the two jobs, based on the composite skill, effort, responsibility and working conditions of the positions, were equal. All of the PHN's, with two exceptions, were women, while all of the PA's were men, but the PHN's earned $8,500 less per year than the PA's. Further, the HRC argued that the market defense could not be used to justify the wages. Since the state government is Alaska's largest employer, it has "considerable influence" in setting the market wages in both public and private sectors. The case was struck down by the Superior Court of Alaska in October 1988; the case is on appeal to the Alaska Supreme Court.

ARIZONA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$24,869 (100%)
All Women	$18,671 (75%)

	Men	Women
White	$26,551 (100%)	$19,435 (73%)
Black	$20,743 (78%)	$16,995 (64%)
Hispanic	$21,521 (81%)	$16,660 (62%)

In 1984, the state collected data on state clerical employees' salaries. Nearly three-quarters of the state's clerical workers received raises from a $3 million inequity fund as a result.

The following jurisdiction has also been involved in pay equity activity:

City	Research	Study	Adjustments
Tucson	R/GR		

ARKANSAS

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$17,380 (100%)
All Women	$14,585 (84%)

	Men	Women
White	$18,033 (100%)	$14,925 (83%)
Black	$14,599 (81%)	$13,090 (73%)
Hispanic	$17,875 (99%)	$21,945 (122%)

The state of Arkansas completed a job evaluation study of state workers in 1988. The study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

CALIFORNIA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$30,282 (100%)
All Women	$22,098 (73%)

	Men	Women
White	$31,822 (100%)	$22,845 (72%)
Black	$26,482 (83%)	$21,258 (67%)
Hispanic	$26,922 (85%)	$19,535 (61%)

In 1981, the California Commission on the Status of Women (CSW) and three other state agencies convened hearings with a special focus on pay equity throughout the state. As a result of the testimony given, the agencies endorsed pay equity and submitted a report outlining recommendations for moving closer to implementing it in the state.

In the years that followed, several bills were signed into law. The laws include implementing a pay equity policy for state workers and requiring annual studies by the Department of Personnel Administration (DPA) that would provide the legislature and employee representatives with relevant salary-setting information for female-dominated jobs (1981); prohibiting local governments from adopting ordinances that prohibit consideration of pay equity in salary-setting (1983); requiring the CSW to make annual reports to the legislature on pay inequities as well as providing an analysis of the DPA's annual studies (1983); requiring that the CSW "establish a statewide task force on equal pay for work of equal value, to address the elimination of pay inequities for women workers" and " ... to provide the legislature with recommendations on needed changes in California law to reduce wage discrimination in the public and private sectors (1983);" requiring that California State University Trustees report annually on salary-setting for female-dominated jobs and requiring the University of California Regents to report on salary-setting for female-dominated jobs to the legislature (1983); and prohibiting employers from requiring, as a condition of employment, that employees refrain from disclosing the amount of his or her wages (1984).

Since 1975, the California State Employees Association (affiliated with the Service Employees International Union) has sought state action on pay equity through legislation, collective bargaining and, finally, litigation. While the union negotiated a pay equity policy into contracts for clerical workers and registered nurses in 1982 with the intent of ensuring that it would provide a future basis for salary-setting, the state's position has been that pay equity should be negotiated, not legislated. The state has never agreed to conduct a pay equity study.

Pay equity adjustments have been made through annual collective bargaining agreements. In 1984-1985, $25 million was negotiated for female-dominated classes that included nurses and clerical workers; $10 million in 1985-1987; and $1 million in 1987-1988. Increases have ranged from 2.5 to 10 percent.

The 1987-1988 report by the CSW, submitted to the legislature in 1989, cautions that data presented by the Department of Personnel Administration relating to occupational segregation and the distribution of collectively-bargained increases provides insufficient information for determining the impact of affirmative action and pay equity increases on the pay status of women. "The significance of the contribution collective bargaining has made in the funds for female-dominated classes and others received is difficult to determine," the report states.

Litigation

Inequities in state employment prompted CSEA to file a suit against the state late in 1984. The class action suit, filed on behalf of 70,000 current and former state workers in job classes that had at least 70% female representation, alleged that the state had violated Title VII of the U.S. Civil Rights Act by intentionally discriminating against women by undervaluing and underpaying the jobs into which they were channeled.

The first phase of the trial, which began in federal court on February 7, 1989, addressed the state's pay and classification systems that were developed in the 1930's. CSEA attempted to prove that the state had intentionally discriminated against women in female-dominated jobs by adopting a policy of lower pay for female-dominated jobs. (The next phase would then have addressed whether the state's wage policies were still affecting state workers.) On October 3, 1989, Judge Marilyn Hall Patel ruled that the plaintiffs had failed to provide sufficient evidence of intentional discrimination and dismissed that portion of the lawsuit. Judge Patel gave CSEA 30 days to submit a status report on the remaining claims of disparate impact in light of her ruling on the intentional discrimination claim and the Supreme Court decision in *Wards Cove Packing Co. v. Atonio*, __U.S.__, 109 S. Ct. 2115 (1989).

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Antioch			A
Arcata		S	
Belmont			A
Berkeley		S	A
Costa Mesa			A
Davis	R		A
Fremont			A
Hayward			A
Long Beach		S	A
Los Angeles			A
Mill Valley			A
Oakland			A
Palo Alto			A
Pismo Beach			A
Pleasant Hill			A
Richmond			A
San Carlos			A
San Diego			A
San Francisco			A
San Jose		S	A
San Mateo			A
Santa Cruz		S	A
Stockton		S	A
Woodland		S	A
Counties			
Alameda		S	A
Contra Costa	R/GR	S	A
Humboldt		S	
Kern			A
Los Angeles			A
Marin			A
Monterey			A
Napa			A
Sacramento			A
San Mateo	R		A
Santa Clara	R	S	A
Santa Cruz		S/GR	A
Sonoma			A

School Districts

Bassett USD	S	
Benecia USD	S	A
Burbank	S	
Cajon Valley Union Elementary USD	S	
Carmel USD	S	A
Carlsbad USD	S	A
Castro Valley USD	S	
Chico USD	S	A
Davis Joint USD	S	A
Dixon USD		
Eastside Union High	S	A
Eureka City USD	S	
Fairfield-Suison SD	S	
Fremont Union High	S	A
Ft. Bragg USD	S	
Grant Joint Union High	S/GR	
Huntington Beach Union High	S	
Los Angeles USD	S	
Martinez USD	S	A
Mill Valley Elementary	S	A
Mt. Diablo USD	S	A
Mt. Empire USD	S	A
National Elementary	S	A
Novato USD	S	A
Oak Grove Elementary	S	A
Oakdale Joint Union High	S	A
Ocean View Elementary SD	S	
Oxnard	S	A
Petaluma City Schools	S	
Pittsburg USD	S	A
Pleasanton Joint Elementary USD	S	
Pomona USD	S	
Round Valley USD	S	
Sacramento USD	S	A
San Diego SD	S	A
San Diego Union High	S	
San Dieguito Union High	S	A
San Mateo City Elementary	S	A
Santa Paula Elementary	S	A
Selma	S	A
Tamalpais Union High SD	S	
Travis USD	S	
Vacaville USD	S	A
Victor Valley Union High	S	A
Vista USD	S	
Whisman Elementary SD	S	

Colleges and Universities

California State University System	R		
Gavilan Joint Community College		S	A
Mira Costa Community College		S	A
Napa Valley Community College		S	A
North Orange County Community College District (Cypress Community College, Fulerton Community College)		S	
Peralta Community College District		S	
Saddleback Community College		S	A
Santa Monica Community College		S	A
Sierra Joint Community College		S	A
Solano Community College		S	A
South County Community College		S	
Southwestern Community College		S	A
Taft Community College		S	A
University of California	R		

COLORADO

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$25,668 (100%)
All Women	$19,341 (75%)

	Men	Women
White	$26,576 (100%)	$19,802 (75%)
Black	$23,351 (88%)	$18,489 (70%)
Hispanic	$21,920 (82%)	$17,524 (66%)

Colorado annually monitors its compensation system and identifies occupational segregation by job classes.

The following jurisdiction has also been involved in pay equity activity:

Cities	Research	Study	Adjustments
Colorado Springs		S	A

CONNECTICUT

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$23,606	(100%)
All Women	$18,606	(79%)

	Men	Women
White	$24,022 (100%)	$18,886 (79%)
Black	$20,940 (87%)	$17,443 (73%)
Hispanic	$20,538 (85%)	$16,731 (70%)

In 1979, after exploration of occupational segregation for women and a review of job specifications for female-dominated jobs that had higher entry-level qualifications and lower pay than male-dominated jobs that had lower entry-level qualifications and higher pay, the Permanent Commission on the Status of Women (PCSW) encouraged legislation that would examine pay inequities further through job evaluation.

The Connecticut General Assembly unanimously voted to fund a a pilot study of 123 state jobs. The task was undertaken by a consultant in 1979 with the assistance of an advisory committee comprised of representatives of labor, management, workers in the jobs under study and the PCSW. Findings indicated a 10 - 20% wage differential between women and men; internal inequity within job families, i.e. increases in skill level without concurrent increases in salary; and inappropriate classification of employees according to work being performed.

On the basis of the pilot study report made to the legislature in 1980, legislation was passed mandating a review and appropriate revisions to the state's classification system and measurement of the job content of the classifications by use of an "objective job evaluation methodology." The work, done again by the same consultant, involved studying 57 job classifications

to reveal the extent of classification problems and make recommendations for correcting them. Of the sample, 20% were incorrectly classified, a majority of them in female-dominated job series. Recommendations from the report, given to the legislature in 1981, were to restructure classification for more logical grouping of duties; to revise some classification specifications in order to more adequately distinguish classes in the same series or add omitted duties; and examine procedures for position allocation, i.e. promotions.

Accordingly, legislation was passed in 1981 that mandated the adoption and implementation of a system for evaluating state classifications based on a reviewed classification system and utilizing objective job-related criteria, including, but not limited to, knowledge and skill required to carry out the duties of the position; effort, both mental and physical; accountability; and working conditions. The work was to be conducted by evaluation committees comprised of representatives from management and workers in the jobs being evaluated, and implementation of any results was to take place in collective bargaining.

An advisory committee, comprised of representatives of labor and women's organizations, state personnel and other governmental officials, legislators and private sector human resource professionals, was established to provide support and input on long-range planning and problem-solving during the study. The study took eight years to complete; initial evaluations of all 2,600 classified state jobs were completed in 1988.

In 1983 - 1985, $8.7 million worth of pay equity adjustments were made as a result of collective bargaining on implementation of objective job evaluation (OJE) results in some bargaining units. In 1986, the legislature appropriated $3 million for bargaining units negotiating implementation of the results of their OJE studies. Nearly $11 million was appropriated in 1987. The legislature also required that "sex-based and other wage inequities" be eliminated by June 30, 1991, and that sufficient funds be appropriated each year for such purposes. In 1988, $9.6 million was appropriated for a fund for pay equity adjustments resulting from negotiations over OJE implementation. It is estimated that $40 million, or between 4 and 6 percent of payroll, will ultimately be needed to fully implement pay equity. Average pay equity adjustments have been $800 for workers in bargaining units that have implemented results of OJE. Units with some implementation include: social and human services; health care professionals and non-professionals; clerical; administrative and residual; and data processing.

Since 1981, prior to the completion of the objective job evaluation (OJE) system, bargaining units have been negotiating for pay equity increases. State workers' unions have also been working to achieve state-wide pay equity through collective bargaining, so that one pay policy for all state bargaining unit positions will be in place.

In 1988, pay equity adjustments from the fund included a $1.5 million allocation to 600 non-teaching professionals represented by the Connecticut State Federation of Teachers (affiliated with the American Federation of Teachers) at the University of Connecticut, where the average annual adjustment was $2,800. The fund also enabled 300 female faculty members at the University to receive an $1,800 adjustment.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
West Hartford			A
School Districts			
Groton Board of Education			A
Ridgfield SD			A
Southington Board of Education			A
Woodbridge Board of Education			A
Colleges and Universities			
Connecticut Regional Community College		S	A
Technical College		S	
University of Connecticut		S	A

DELAWARE

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$20,003	(100%)
All Women	$14,582	(73%)

	Men	Women
White	$20,967 (100%)	$15,068 (72%)
Black	$16,014 (76%)	$13,374 (64%)
Hispanic	$18,750 (89%)	$15,333 (73%)

The state's 1985 job evaluation point-factor study was implemented in 1986. The study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
Counties			
New Castle County		S	A

Statewide Grassroots Activity

A pay equity coalition has been formed as a committee of Delaware Women's Agenda and the Delaware Commission for Women.

DISTRICT OF COLUMBIA

The D:C. Government Pay Equity and Training Act was enacted in 1987 by the city council. The Act created a task force to oversee a pay equity study that would examine sex- and race-based wage discrimination and make recommendations based upon its results.

In the summer of 1988, requests for proposals were sent to find a consultant to conduct the pay equity study. Completion of the study is expected by the spring of 1990.

FLORIDA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$19,794 (100%)
All Women	$15,636 (79%)

	Men	Women
White	$20,940 (100%)	$16,103 (79%)
Black	$19,912 (83%)	$14,303 (70%)
Hispanic	$22,345 (109%)	$17,281 (84%)

A task force collected data on pay equity in 1984, but the legislature took no action on the recommendation that a formal study be conducted. In 1986, a coalition of women's organizations and unions financed a pay equity study.

In 1987, $3.8 million worth of pay equity adjustments was appropriated by the legislature for state and university employees in female-dominated categories.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
School Districts			
Dade County Public Schools	R/GR		
Orange County Public Schools		S	

GEORGIA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$17,928 (100%)	
All Women	$16,134 (90%)	
	Men	Women
White	$19,426 (100%)	$17,244 (89%)
Black	$15,007 (77%)	$14,656 (70%)
Hispanic	$18,708 (96%)	$14,566 (75%)

From 1975 through 1978, the state personnel department conducted a job evaluation study. The study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

In 1984, a state representative conducted basic research on pay equity in state employment and found a wage gap of 18 percent between women and men. She presented a proposal to the governor, asking him to form a task force that would oversee a pay equity study and make recommendations for implementing the findings. No action was ever taken by the governor.

HAWAII

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

N/A

In 1982, at the request of the legislature, the University of Hawaii's Industrial Relations Center researched pay equity and submitted a report.

A pay equity task force was established by the legislature in 1984 to conduct research on pay equity, including job segregation, wage differentials and a job evaluation system that would provide pay equity for public employees.

A pay equity study, completed in 1987, reportedly found minimal inequities. The study included classified workers at the University of Hawaii.

In 1987, the legislature appropriated $1 million for adjustments to some classes; the classes receiving adjustments were not exclusively female-dominated.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Colleges and Universities			
University of Hawaii	R	S	

IDAHO

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,518 (100%)	
All Women	$16,109 (75%)	

	Men	Women
White	$21,604 (100%)	$16,168 (75%)
Black	$17,143 (79%)	$16,000 (74%)
Hispanic	$18,381 (85%)	$13,864 (64%)

A job evaluation study, commissioned by the state legislature, was completed in 1975. Findings and recommendations were implemented over the next two years.

While women's salaries increased by approximately 16.2 percent, the study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

ILLINOIS

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$26,550 (100%)
All Women	$18,244 (69%)

	Men	Women
White	$27,530 (100%)	$17,573 (64%)
Black	$23,926 (87%)	$19,131 (69%)
Hispanic	$24,110 (88%)	$19,620 (71%)

The Commission on the Status of Women (CSW) conducted hearings on pay equity in 1980. The following year, the CSW recommended to the legislature that a full pay equity study be conducted. In 1982, the legislature allocated $10,000 for a pilot pay equity study. Working with consultants, the CSW studied 24 benchmark job classifications. The final report, presented to the legislature in 1983, showed sex-based wage discrimination existed in the state employment system.

The American Federation of State, County and Municipal Employees (AFSCME) negotiated one-half percent of payroll, or approximately $8 million, to be placed in an inequity fund for 1987-1988. From the fund, $4 million worth of pay equity adjustments were made for approximately 5,000 clerical workers when the jobs were involved in a reclassification. *(See below for additional information about pay equity adjustments.)*

Litigation

In 1984, the Illinois Nurses' Association and the American Nurses Association filed a sex-based wage discrimination suit against the state. Certified as a class action suit in 1987 after a dismissal and subsequent reinstatement, a settlement was reached between plaintiffs and class members in April 1989 and approved by U.S. District Court in Chicago.

Approximately 24,000 individuals in the state's 274 female-dominated job classifications, including mental health technicians, clerical workers, data entry and switchboard operators, licensed practical nurses and 1,400 registered nurses, will receive pay equity adjustments retroactive to December 1988.

While specifics of the settlement for non-nurses, many of whom are represented by the American Federation of State, County and Municipal Employees, have not yet been determined, nurses will receive immediate pay equity adjustments and upgrades that reflect the skill, effort, responsibility and working conditions associated with their positions. Additionally, nurses in corrections facilities will be given a new classification and an immediate five percent pay increase retroactive to November 1988.

Also, as part of the agreement, in an effort to decrease job segregation, the state will commit to increase the number of women selected for promotion, initial hire and training programs for employment in male-dominated job classifications.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Chicago	R/GR		A
School Districts			
Arlington/ Palatine Heights		S	

INDIANA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$18,357 (100%)
All Women	$14,637 (80%)

	Men	Women
White	$18,556 (100%)	$14,668 (79%)
Black	$16,920 (91%)	$14,410 (78%)
Hispanic	$17,879 (96%)	$14,679 (79%)

In 1984, a personnel department task force examined pay equity. In 1985, the state established a task force to conduct a job evaluation study. While the task force examined legal aspects of pay equity, the job evaluation study it conducted did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and white-dominated categories.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
South Bend	R/GR		
Colleges and Universities			
Ball State University	R/GR		A

IOWA

State and Local Government Information (EEO-4), 1987
Median Annual Salaries, Full-Time Employment

All Men	$21,295 (100%)
All Women	$17,034 (80%)

	Men	Women
White	$21,318 (100%)	$17,015 (80%)
Black	$20,111 (94%)	$17,593 (83%)
Hispanic	$19,844 (93%)	$17,030 (80%)

A bill passed by the Iowa General Assembly in 1983 established comparable worth as the state's policy and mandated a study of the state's merit employment system that would result in a single system based on comparable worth. The bill also directed that an advisory committee, comprised of four legislators, two union representatives and an appointee of the governor, be established to oversee and direct the pay equity study. The advisory committee, after requesting proposals, hired a consultant 1983.

Final recommendations resulting from the study were made prior to contract negotiations between the state and the American Federation of State, County and Municipal Employees in the summer of 1984. An appropriation of $10 million for implementation of the negotiated study results was made by the legislature in 1984. Pay equity adjustments were implemented beginning in 1985. The average pay equity adjustment was 6 percent. Adjustments to salaries of female-dominated jobs reduced the difference between average male salaries and average female salaries from 18.4 percent ($791 and $646) to 14.1 percent ($822 and $706).

Negotiations between the state and state workers' unions between 1985 and 1988 have resulted in approximately $32 million worth of pay equity adjustments to 491 classes, affecting 11,500 of the state's 19,124 workers.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Sioux City	R/GR		
School Districts			
Iowa City Community SD	R/GR		
Sioux City Public Schools			A
Colleges and Universities			
Iowa State		S	A
University of Iowa		S	A
University of Northern Iowa		S	A

KANSAS

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,074 (100%)
All Women	$17,025 (81%)

	Men	Women
White	$21,379 (100%)	$17,070 (80%)
Black	$18,284 (85%)	$16,671 (78%)
Hispanic	$19,956 (93%)	$16,546 (77%)

In 1984, an executive order of the governor mandated that the state's department of administration study occupational segregation to determine if the state's female workers were underpaid. The state is currently conducting a comprehensive classification and job rate study.

Statewide Grassroots Activity

Manhattan (Kansas) Coalition for Pay Equity

KENTUCKY

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$16,616 (100%)	
All Women	$14,678 (88%)	
	Men	**Women**
White	$17,080 (100%)	$14,813 (87%)
Black	$13,554 (79%)	$13,533 (79%)
Hispanic	$15,684 (92%)	$14,000 (82%)

In 1984, the Legislative Research Commission presented a report on pay equity, its legal status and recommendations for its implementation in the state. A quantitative point-factor system, implemented as a result of the study, did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

LOUISIANA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$16,674 (100%)	
All Women	$14,266 (86%)	
	Men	**Women**
White	$18,446 (100%)	$15,688 (85%)
Black	$13,263 (72%)	$12,221 (66%)
Hispanic	$18,472 (100%)	$13,639 (74%)

The state conducted research on pay equity in 1982 as part of its annual salary survey. A task force met in 1984 to establish criteria for a new job evaluation system. In 1985, the state conducted a job evaluation study. The study did not include a comparison of salaries between female-dominated categories and male-dominated categories or between disproportionately-minority and White-dominated categories.

MAINE

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$19,473 (100%)	
All Women	$18,436 (95%)	
	Men	Women
White	$19,489 (100%)	$18,468 (95%)
Black	$19,000 (97%)	$13,392 (69%)
Hispanic	$15,333 (79%)	$13,667 (70%)

In 1984, at the direction of language in state workers' contracts, a joint labor-management committee was formed to work with a consultant on a pilot pay equity study. While the committee was conducting its study, a bill that allowed state workers' unions to negotiate over the state's compensation system was passed by the legislature in 1985.

Since the committee's final report was released in 1986, union and management have been negotiating over the job evaluation system and the possibility of developing a new bias-free system.

In June 1988, the legislature appropriated $2.7 million worth of pay equity adjustments for nearly 1,000 education support personnel represented by the Associated Clerical, Office, Laboratory and Technical Staff of the University of Maine (affiliated with the National Education Association) at the University of Maine.

The following jurisdiction has been involved in pay equity activity:

	Research	Study	Adjustments
Colleges and Universities			
University of Maine	R/GR	S	A

MARYLAND

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$23,304 (100%)
All Women	$18,603 (80%)

	Men	Women
White	$24,714 (100%)	$19,248 (78%)
Black	$19,408 (79%)	$17,379 (70%)
Hispanic	$22,965 (93%)	$19,217 (78%)

In 1979, the Governor's Commission on Compensation and Personnel Policies was created to investigate the state's job evaluation system. While the Commission had not initially intended to include a pay equity study in its work, pressure from the Commission for Women, state workers' unions and supportive state legislators urged that pay equity be examined. The Commission, after consultation with the governor, announced it would conduct a pay equity study in 1983.

The study was completed in 1985; the results have never been implemented.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Counties			
Montgomery County		S	A
School Districts			
Montgomery County Board of Education		S	
Colleges and Universities			
University of Maryland/ College Park	R/GR		

MASSACHUSETTS

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$23,554 (100%)
All Women	$18,685 (79%)

	Men	Women
White	$23,679 (100%)	$18,790 (79%)
Black	$22,572 (95%)	$18,142 (77%)
Hispanic	$20,722 (88%)	$16,906 (71%)

In 1983, the legislature passed a bill establishing a legislative Special Committee on Comparable Worth. When study of the state workforce identified sex-based wage discrimination, the state moved to correct the situation.

Deciding to implement pay equity through collective bargaining, the legislative committee worked with the administration to carry out a three-phase pay equity initiative. In 1984, thirty female-dominated job titles received mid-contract upgrades at a cost of $3.8 million. In 1986, the state's employee unions negotiated a gender-neutral reclassification. In 1986-1987, consultants reviewed the state's job evaluation guide charts for gender bias. An advisory committee, composed of union representatives and pay equity advocates, was appointed to provide input for this project. The guide charts have been completed but not yet implemented.

Litigation

In 1987, a sex-based wage discrimination suit was settled by workers represented by the Massachusetts Teachers' Association, (affiliated with the National Education Association) at the University of Massachusetts for $1.4 million. Four-hundred female faculty members and librarians received pay equity adjustments, including back pay, of between $500 and $1,600.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Boston		S	
Cambridge	R		
Haverhill			A
School Districts			
Norwood School District			A
Colleges and Universities			
Berkshire Community College Bridgewater State College Bristol Community College Bunker Hill Community College Cape Cod Community College Fitchburg State College Framingham State College Greenfield Community College Holyoke Community College Massachusetts Bay Community College Massachusetts College of Arts Massachusetts Maritime Academy Massasoit Community College Middlesex Community College Mt. Wachusett Community College North Adams State College North Shore Community College Northern Essex Community College Quinsigamond Community College Roxbury Community College Salem State College Southeastern Massachusetts University Springfield Technical Community College University of Massachusetts (Amherst, Boston, Worchester Medical Center) Worcester State College Westfield State College			
All:	R	S	A

MICHIGAN

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$26,755 (100%)	
All Women	$22,437 (84%)	
	Men	**Women**
White	$27,489 (100%)	$22,222 (81%)
Black	$23,596 (86%)	$22,938 (83%)
Hispanic	$25,102 (91%)	$22,990 (80%)

In 1980, the Office of Women and Work studied the state's job classification system and found that female-dominated classes were underpaid. In 1985, a task force, established and authorized by the Civil Service Commission, completed a two-year report on pay equity. The report included recommendations for changes in the state job classification system and pay equity adjustments.

The results of the study were not implemented, but state workers' unions negotiated $20 million worth of pay equity adjustments, which were made in 1985 and 1986. Approximately 200 classifications received 20 cents/per hour increases and a lump sum payment of $278.40. Most female-dominated classes, covering 17,500 of the state's 60,249 employees, were affected.

Litigation

In 1985, the International Union, UAW filed a sex-based wage discrimination suit against the state. The U.S. District Court ruled that the state was taking steps to correct pay inequities and dismissed the case in November 1987. The case was appealed, and oral arguments were made before the U.S. Circuit Court of Appeals in February 1989. The Court of Appeals upheld the dismissal.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Ann Arbor		S	
Mt. Pleasant			A
Counties			
Genesee County			A
School Districts			
Farmington		S	A
Longmeadow		S	
Shrewsbury		S	
Colleges and Universities			
Oakland Community College			A
University of Michigan		S	

Statewide Grassroots Activity

Michigan Pay Equity Network

MINNESOTA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$26,597 (100%)
All Women	$19,673 (74%)

	Men	Women
White	$26,717 (100%)	$19,697 (74%)
Black	$23,161 (87%)	$18,802 (70%)
Hispanic	$25,713 (96%)	$19,119 (72%)

State Government
Average Annual Salaries, Full-Time Employment

1976	
All Men	$13,670 (100%)
All Women	$ 9,480 (69%)
1983	
All Men	$22,922 (100%)
All Women	$16,702 (73%)
1986	
All Men	$26,915 (100%)
All Women	$22,214 (83%)

Source: Pay Equity: The Minnesota Experience. Commission on the Economic Status of Women, 85 State Office Building, St. Paul, MN 55155. Fourth Printing. Revised and Reprinted February 1988.

The 1975 state contract of the American Federation of State, County and Municipal Employees (AFSCME) included a provision for a preliminary pay equity study which compared the jobs and salaries of clerical and non-clerical classes. In 1979, a formal job evaluation study was conducted at the request of the legislature. The Commission on the Economic Status of Women, a legislative advisory body, created a task force to identify pay inequities between male and female state workers in 1981 and 1982.

Legislation passed in 1982 established a state-government pay equity policy and a procedure for making adjustments for state workers..

Implementation of pay equity for state workers, made over a four-year period in increments, was completed in 1987. Pay equity adjustments, made through collective bargaining agreements, affected approximately 150 job classes, mostly clerical and health care workers. The total cost of pay equity was $22.2 million, or approximately 3.7 percent of the state's payroll.

Legislation passed in 1984, the Local Government Pay Equity Act, mandated implementation of pay equity for local government workers. All localities (cities, counties and school districts) were required to conduct pay equity studies, identify any inequities, develop a plan for correcting any inequities and report to the state's Department of Employee Relations. All local governments have filed their reports.

According to *Pay Equity: The Minnesota Experience*, interim data compiled from completed reports in January 1986 indicated that about 52 percent of local governments used the state's job-match job evaluation system; it was predicted that 43 percent eventually would have employed the job match method. Twenty-nine percent used a system developed by a consulting firm; 44 percent were expected to when all reports were filed. Six percent designed their own system or borrowed another employer's system. About 12 percent did not use a system because they had only one employee or all employees were of the same gender. These figures represent approximately 90 percent of Minnesota's local governments. All of the evaluation systems showed similar results, and the cost of correcting inequities was similar, regardless of the system that was used.

Reports filed by January 1986 indicated that 13,464 workers, or approximately 30 percent of all female workers in local governments, were in inequity classes. Average pay equity adjustments were estimated at $246 per worker per month. The estimated number of workers affected by pay equity adjustments ranged from 26,000 to 40,000.

On the average, the cost of pay equity as a percentage of payroll was 1.7 percent for schools, 4.1 percent for cities and 3.8 percent for counties.

In 1988, legislation was passed providing penalties for local governments not complying with Minnesota's pay equity law.

The following jurisdictions have been involved in pay equity activity:

Cities

All 855 cities were required to comply with state law.

Counties

All 87 counties were required to comply with state law.

School Districts

All 435 school districts were required to comply with state law.

Colleges and Universities

The public colleges and universities in the Minnesota system were included in the state's pay equity implementation.

MISSISSIPPI

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$14,851 (100%)
All Women	$13,039 (88%)

	Men	Women
White	$16,632 (100%)	$14,378 (86%)
Black	$11,866 (71%)	$10,991 (66%)
Hispanic	$15,867 (95%)	$12,222 (73%)

Mississippi gathered information on pay equity between 1983 and 1985.

MISSOURI

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,668 (100%)
All Women	$16,074 (74%)

	Men	Women
White	$21,922 (100%)	$16,138 (74%)
Black	$20,052 (91%)	$15,739 (72%)
Hispanic	$22,700 (104%)	$15,357 (70%)

In 1985, the American Federation of State, County and Municipal Employees (AFSCME), in conjunction with a state legislator, conducted a study to demonstrate the existence of sex-based wage discrimination in state employment.

In 1988, the division of personnel collected data by identifying the wage gap between men and women in state employment, which was reported as 86.9 percent.

MONTANA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$20,919 (100%)
All Women	$14,852 (71%)

	Men	Women
White	$20,951 (100%)	$14,852 (71%)
Black	$20,000 (95%)	$16,000 (76%)
Hispanic	$20,000 (95%)	$14,105 (67%)

State Government
Average Annual Salaries, Full-Time Employment

Fiscal Year 1989

All Men	$23,026 (100%)
All Women	$17,989 (78%)

Source: *Comparable Worth in State Government: Report to the Fifty-First State Legislature*. *State Personnel Division, Department of Administration, January 1989.*

In 1983, the governor appointed a task force to develop a point-factor job evaluation system. Later in the year, legislation was enacted mandating that the state "work toward the goal of establishing a standard of equal pay for comparable work." The statute required that a progress report be made to the legislature every two years.

A partial pay equity study, involving representative jobs, was conducted in 1985. The point-factoring system was not applied and never implemented in the state.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Colleges and Universities			
Eastern Montana College			
Montana State University			
Northern Montana College			

University of Montana		
Western Montana College		
All:	R	S

NEBRASKA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,282 (100%)
All Women	$14,807 (70%)

	Men	Women
White	$21,392 (100%)	$14,772 (69%)
Black	$19,846 (91%)	$15,710 (73%)
Hispanic	$18,845 (88%)	$14,621 (68%)

State Government
Average Annual Salaries, Full-Time Employment

1986

All Men	$20,962 (100%)
All Women	$15,858 (76%)

Source: Nebraska Department of Personnel. 1987 Almanac.

A study to identify occupational segregation and salary inequities was completed by the Legislative Appropriations Committee in 1978.

The state collects and summarizes data on male- and female-dominated job classifications annually.

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Lincoln-Lancaster	R/GR		

NEVADA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$25,999 (100%)
All Women	$20,665 (79%)

	Men	Women
White	$26,407 (100%)	$20,709 (78%)
Black	$23,705 (90%)	$20,359 (71%)
Hispanic	$23,202 (88%)	$19,783 (75%)

In 1983, the legislature passed a resolution establishing a committee to conduct research on pay equity. A task force completed and presented a report to the legislature in 1984 on wage-setting for the state's classified workers.

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
School Districts			
Clark County SD		S/GR	

NEW HAMPSHIRE

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$19,577 (100%)
All Women	$15,336 (78%)

	Men	Women
White	$19,598 (100%)	$15,338 (79%)
Black	$16,250 (83%)	$15,000 (77%)
Hispanic	$18,000 (92%)	$14,667 (75%)

In 1986, the Commission on Women began to study pay equity, but suspended its effort when the legislature created its own task force to study the state's classification system. The task force held public hearings and hired a consultant to propose a new classification system. The new system was developed in 1988.

NEW JERSEY

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$25,286 (100%)
All Women	$18,120 (72%)

	Men	Women
White	$26,293 (100%)	$18,468 (70%)
Black	$21,405 (81%)	$17,504 (66%)
Hispanic	$21,296 (81%)	$15,755 (60%)

State Government
Average Annual Salaries, Full-Time Employment

1987

All Men	$29,667 (100%)
All Women	$22,030 (74%)

	Men	Women
White	$31,414 (100%)	$23,227 (74%)
Minority	$23,674 (76%)	$19,963 (64%)

Source: Final Report: The New Jersey Task Force on Equitable Compensation. Trenton: Department of Personnel, November 1987.

In 1984, the legislature established the Task Force on Equitable Compensation to conduct public hearings on pay equity and collect data on activities in other states. A pay equity study was authorized in 1985.

Initial pay equity adjustments of $7 million were made in 1985 for 9,000 workers. Adjustments raised salaries for workers in the bottom four classes, which were dominated by women and people of color.

The results and recommendations of the task force's final study were presented to the legislature late in 1987. The recommendation to appropriate $60 million to implement the results of the pay equity study is currently under consideration by the state legislature and governor.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Jersey City		S	
Counties			
Camden	R/GR		

NEW MEXICO

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$19,111 (100%)
All Women	$16,067 (84%)

	Men	Women
White	$21,177 (100%)	$18,072 (85%)
Black	$18,552 (88%)	$15,827 (75%)
Hispanic	$18,135 (86%)	$15,076 (71%)

In 1983, $3.2 million worth of pay equity adjustments were made to 23 female-dominated categories in the lowest pay ranges based on the results of a review of the pay and classification system in 1980.

A task force was appointed by the governor in 1985 to study pay equity; it evolved into a job evaluation task force, which conducted a pay equity study. Final recommendations of the completed study have never been implemented.

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
Counties			
Los Alamos County			A

NEW YORK

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$28,250 (100%)
All Women	$20,460 (72%)

	Men	Women
White	$29,730 (100%)	$19,757 (66%)
Black	$25,425 (85%)	$21,062 (71%)
Hispanic	$25,546 (86%)	$20,667 (70%)

In 1982, state workers' unions negotiated with the Governor's Office of Employee Relations for a pay equity study. Begun in 1983, the pay equity study, which was conducted by a consultant, examined both sex- and race-based wage discrimination. Simultaneously, another consultant conducted a general classification study. Both studies were completed in late 1985.

Based on the findings of these studies and using the data gathered by the consultants, the state developed its own quantitative, bias-free job evaluation system. The system, installed in 1987, is now used to allocate job titles to salary grades. In addition, the state is using the system to reevaluate all of its 6,000 job titles to determine their proper allocation. The first titles evaluated were the female-dominated classes found to be undervalued during the pay equity study. While race was also examined, the pay equity study conducted did not identify any race-based wage discrimination. [Editor's Note: In research conducted after the New York State study was completed, "jobs disproportionately held by Blacks and Hispanics were found to be systematically undervalued relative to comparable job titles disproportionately filled by White men."[1]]

In 1985 contract agreements between the Civil Service Employees Association (affiliated with the American Federation of State, County and Municipal Employees) and the Public Employee Federation (affiliated with the Service Employees International Union and the American Federation of Teachers) and the state, $75 million was negotiated for pay equity adjustments. The adjustments, made in 1986, affected 150 classifications covering approximately 47,472 state workers, including clerks, keyboard operators, food service workers, maintenance assistants, and licensed practical nurses. Average pay equity adjustments were 7 percent; the initial implementation funds amounted to 2 percent of the year's payroll budget.

In 1988, the legislature appropriated $160,000 to the Municipal Services Division of the state Civil Service Department. The funding enabled the Pay Equity Unit to undertake a project that, at no cost to the municipalities involved, could develop a new classification plan with all-new job specifications for every title in each county; make recommendations for pay equity adjustments based on job worth points, which are to be negotiated with unions; and establish a gender-neutral point-factor system for future use. The project began in 1988; completion of the study phase was expected by late 1989. *(The asterisk for the jurisdictions below indicates the municipalities presently involved in the project.)*

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
New York	R/GR		
North Hempstead			A
Watertown*		S	
Counties			
Broome*		S	
Dutchess*		S	
Nassau	R/GR		
St. Lawrence*		S	
Suffolk		S	A
Tompkins*		S	
School Districts			
Central Islip SD			A
Commack SD	R/GR		
Elwood SD	R/GR		
Garden City SD	R/GR		
Glen Cove SD	R/GR		A
Locust Valley SD	R/GR		
Massapequa SD	R/GR		
Patchgour-Medford SD	R/GR		
Port Washington SD	R/GR		
Rockville Centre SD	R/GR		
Sachem SD	R/GR		
Smithtown SD	R/GR		
South			

Huntington SD	R/GR		
Three Village SD	R/GR	S	
Valley Stream SD	R/GR		
Colleges and Universities			
State University of New York System		S	A

NORTH CAROLINA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$17,842 (100%)
All Women	$15,845 (89%)

	Men	Women
White	$19,131 (100%)	$16,585 (87%)
Black	$14,650 (77%)	$14,470 (76%)
Hispanic	$15,660 (82%)	$14,706 (77%)

In 1980, the state government began collecting data on its job evaluation system. Inequities between the salaries in female-dominated and male-dominated categories were found.

In 1984, the legislature passed a resolution calling for a pay equity study. When the new legislature met in 1985, it repealed the law and stopped the study.

Two bills, passed in 1985, created two new task forces to examine pay equity and personnel policies, but neither received sufficient funding to meet more than a few times.

NORTH DAKOTA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$20,451 (100%)	
All Women	$14,750 (72%)	
	Men	Women
White	$20,650 (100%)	$14,821 (72%)
Black	$18,000 (87%)	$15,000 (73%)
Hispanic	$15,200 (74%)	$12,250 (59%)

Informal pay equity data collection began in 1984. The Legislative Council's interim Committee on Government Administration decided in 1986 that a formal pay equity study of the state's job evaluation system was necessary and hired a consultant to conduct it. The study and recommendations were completed in June 1988. It is not clear how female-dominated jobs were affected by implementation, which began in 1989.

OHIO

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,987 (100%)	
All Women	$17,834 (81%)	
	Men	Women
White	$22,370 (100%)	$17,667 (79%)
Black	$19,830 (89%)	$18,296 (82%)
Hispanic	$20,573 (92%)	$16,737 (75%)

A review of the state civil service system in 1984 revealed sex-based wage inequities. The same year, a task force was established by executive order of the governor to conduct a pay equity study. In 1987, the state began modernizing its classification system. Work was completed in 1988.

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
Counties			
Cuyahoga County Public Library			A

OKLAHOMA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$18,626 (100%)
All Women	$16,631 (89%)

	Men	Women
White	$19,060 (100%)	$17,042 (89%)
Black	$15,510 (81%)	$14,850 (78%)
Hispanic	$16,970 (82%)	$15,413 (81%)

The state conducted a job evaluation study in 1981. Completed in 1982, the study included a comparison of salaries between female-dominated and male-dominated categories. It is not clear if female-dominated jobs were affected by pay equity adjustments as a result of the comparisons made during the study.

OREGON

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$27,594 (100%)
All Women	$19,681 (71%)

	Men	Women
White	$27,754 (100%)	$19,700 (71%)
Black	$26,030 (94%)	$20,088 (72%)
Hispanic	$244,067 (86%)	$18,692 (67%)

In 1983, the legislature established a task force to oversee a pay equity study after preliminary research had found women in the lowest-paid classes. The

recommendations for implementation of the study's results were presented to the legislature in 1985.

In 1987, a task force of state workers' unions, chaired by the Oregon Public Employee Union (affiliated with the Service Employees International Union), negotiated $23 million worth of pay equity adjustments.

As a result of a 1989 contract settlement that resolves the reclassification effort by the state that developed out of the pay equity initiative, $10 million has been allotted for reclassification adjustments of between 5 and 40 percent for 5,400 OPEU members. Many of the workers receiving adjustments are in classes identified as underpaid in the pay equity study.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Portland		S	A
Counties			
Multnomah County			A
School Districts			
Albany		S/GR	
Eagle Point		S/GR	
Colleges and Universities			
Chemekata Community College		S	
Eastern Oregon State College Oregon Health Sciences University Oregon Institute of Technology Oregon State University Portland State University Southern Oregon State College University of Oregon Western Oregon State College			
All:		S	A

PENNSYLVANIA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,725 (100%)
All Women	$17,052 (78%)

	Men	Women
White	$22,003 (100%)	$16,708 (76%)
Black	$20,693 (94%)	$18,120 (82%)
Hispanic	$19,789 (90%)	$16,927 (77%)

In 1980, the American Federation of State, Count and Municipal Employees (AFSCME) union commissioned research on sex-based wage discrimination in state employment and later released the "Study of Equal Wages for Jobs of Comparable Worth." In 1988, the Service Employees International Union researched sex-based wage inequities for state workers.

Litigation

As a part of an out-of-court settlement of a sex-based wage discrimination suit brought by the Pennsylvania Nurses' Association, pay equity adjustments totalling $16 million were made in 1987. Adjustments, made over six years, affect approximately 2800 workers in 15 nurse classifications. Affected workers will receive upgrades of one to four pay ranges. Over half of the class received immediate pay equity increases averaging $1305 annually, effective April 1, 1987.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Pittsburgh	R/GR		
Philadelphia		S	
School Districts			
Mt. Lebanon SD			A
Reading SD	R/GR		
Woodland Hills			A

Colleges and Universities

Philadelphia Community College	A

RHODE ISLAND

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,755 (100%)
All Women	$17,811 (82%)

	Men	Women
White	$21,844 (100%)	$17,844 (82%)
Black	$19,119 (88%)	$17,223 (79%)
Hispanic	$20,173 (92%)	$16,667 (76%)

In 1983, the state collected data on the wages of women and men in state employment. In 1984, a task force was set up by joint resolution to study pay equity and report findings to the legislature. The legislative study committee compared several female-dominated classifications to male-dominated classifications using a point system. Results of the committee's report were filed in 1986.

After the committee's report was filed, a Pay Equity Board was established and minimum funding for pay equity adjustments for a minimum of four years was appropriated by the legislature as a result of pressure from advocates. The pay equity board, comprised of six union representatives and six from the state determined how funds were to be allocated from year-to-year. The study completed by the legislative study committee was used for guidance in funding.

Rhode Island began conducting a comprehensive classification study in 1988.

Litigation

A suit was filed against the state in 1984 by the Rhode Island Education Association (affiliated with the National Education Association) at the University of Rhode Island alleging sex-based wage discrimination against university clerical employees. The 1986 out-of-court settlement resulted in adjustments for twenty-eight classifications. State nurses, who were negotiating a contract at the same time, also received small pay equity adjustments. Adjustments were made from a $500,000 fund established by the governor for pay equity. *(See information* *above Litigation.)*

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
Colleges and Universities			
University of Rhode Island			A

SOUTH CAROLINA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$18,562 (100%)
All Women	$17,156 (92%)

	Men	Women
White	$21,028 (100%)	$18,494 (88%)
Black	$14,767 (70%)	$15,317 (73%)
Hispanic	$18,364 (87%)	$19,428 (92%)

The state's Human Affairs Commission includes in its annual report information on occupational segregation. The Commission on Women has informally collected data on pay equity for several years.

SOUTH DAKOTA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$18,050 (100%)
All Women	$13,845 (77%)

	Men	Women
White	$18,096 (100%)	$13,831 (76%)
Black	$18,800 (104%)	$14,572 (81%)
Hispanic	$11,000 (61%)	$13,000 (72%)

A pay equity study was completed in 1984. The following year, the legislature approved approximately $4 million for pay equity adjustments to move state workers into the new classes resulting from study recommendations. Health care professionals and social workers were the primary recipients of the adjustments.

TENNESSEE

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$16,200 (100%)
All Women	$13,176 (81%)

	Men	Women
White	$16,726 (100%)	$13,568 (81%)
Black	$14,648 (88%)	$12,119 (72%)
Hispanic	$16,154 (97%)	$14,000 (84%)

In 1986, the state collected data identifying male- and female-dominated job classifications and completed its study of the state job classification system. While the study did not include a comparison of salaries between female-dominated and male-dominated job categories or between disproportionately-minority and white-dominated categories, some of the job categories that were found to be underpaid and received adjustments included female-dominated classes.

TEXAS

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,593 (100%)
All Women	$17,038 (79%)

	Men	Women
White	$23,871 (100%)	$18,226 (76%)
Black	$18,869 (90%)	$15,908 (67%)
Hispanic	$17,253 (72%)	$14,852 (62%)

A task force was established in 1981 to review and report on policies concerning state workers, including pay equity. In 1984, the Texas State Employees Union (affiliated with the Communications Workers of America) conducted research and published "Job Segregation and Wage Inequities in Texas State Employment."

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Austin		S	
School Districts			
Brownsville SD		S/GR	

UTAH

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$22,516 (100%)
All Women	$15,389 (68%)

	Men	Women
White	$22,685 (100%)	$15,433 (68%)
Black	$18,968 (84%)	$16,091 (71%)
Hispanic	$19,082 (84%)	$14,552 (64%)

In 1985, a task force began to research pay equity and consider adoption of a new job classification system. The state is still utilizing its old system.

Statewide Grassroots Activity

Utah Pay Equity Coalition

VERMONT

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$19,805 (100%)
All Women	$17,375 (88%)

	Men	Women
White	$19,798 (100%)	$17,375 (88%)
Black	N/A	N/A
Hispanic	$23,750 (120%)	N/A

In 1983, the Governor's Commission on the Status of Women held hearings on pay equity. The following year, the legislature authorized a "classification study of the state employee positions, with special emphasis on the aspects of the study which relate to pay equity and comparable worth." The study was completed in 1985 and implemented over a two year period beginning in December 1986 as a result of collective bargaining.

The adjustments to close the 13 percent wage gap between women and men affected female-dominated categories such as human services aides, social workers, administrative assistants and clerical workers. The exact amount appropriated for pay equity adjustments is unknown, since simultaneous adjustments included cost-of-living and merit increases, but estimates indicate that individual adjustments for affected workers averaged 2 percent, with some as high as 15 percent.

The following jurisdiction has also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Burlington		S	

VIRGINIA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$21,056 (100%)	
All Women	$16,841 (80%)	
	Men	Women
White	$22,330 (100%)	$17,566 (79%)
Black	$17,266 (77%)	$15,357 (69%)
Hispanic	$20,847 (93%)	$18,107 (81%)

At the direction of the legislature, the Commission on the Status of Women completed a report in 1983 on wage inequities between men and women. The report recommended pay equity as a solution for eliminating the wage gap.

In 1984, the legislature requested that the state secretaries of administration and finance compile a report on the status and implications of comparable worth. The report was issued in 1985.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Alexandria	R/GR		
Virginia Beach			A
Counties			
Fairfax			A
School Districts			
Richmond City Public Schools		S	

WASHINGTON

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$28,136 (100%)
All Women	$20,226 (72%)

	Men	Women
White	$28,246 (100%)	$20,319 (71%)
Black	$25,976 (91%)	$19,926 (70%)
Hispanic	$23,981 (84%)	$18,620 (66%)

At the request of the American Federation of State, County and Municipal Employees (AFSCME), the state conducted a pay equity study in 1974. The study identified sex-based wage inequities, as did the studies conducted in 1976, 1979 and 1980 to update the first.

In 1977, the outgoing governor recommended a $7 million appropriation for pay equity adjustments; his successor deleted the item from the budget.

In 1982, AFSCME, after almost ten years of trying to resolve its sex-based wage discrimination claim, filed suit against the state in federal district court. AFSCME charged that the state was discriminating against women by underpaying jobs which were 70 percent female, a situation the state had been aware of, and had failed to take steps to resolve.

After the suit was filed, a task force was established to monitor pay equity implementation and an

initial appropriation of $1.5 million was made to begin pay equity adjustments.

Late in 1983, a federal court judge ruled that the state was in violation of Title VII of the Civil Rights Act of 1964 and ordered the state to implement the findings of the study and award back pay from 1980 to approximately 34,000 state employees. The decision, however, was reversed by a three-judge panel of the Ninth Circuit Court in 1985.

As AFSCME sought a hearing before the full court in 1986, the union and state reached an agreement to resolve the litigation. Washington agreed to $101 million in pay equity adjustments, to be implemented in increments and completed by 1992.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Lacey			A
Olympia			A
Renton			A
Seattle		S	A
Spokane		S	A
Counties			
King		S	A
Thurston		S	A
School Districts			
Longview Public Schools			A
Seattle SD		S/GR	
Colleges and Universities			
Bellevue Community College			
Big Bend Community College			
Clark College			
Columbia Basin Community College			
Eastern Washington University			
Edmund Community College			
Everett Community College			
Evergreen Community College			
Fort Steilacoom Community College			
Grays Harbor College			
Green River Community College			
Highline Community College			

Lower Columbia College
Olympia Community College
Peninsula College
Pierce Community College
Seattle Community College District
  (North, Central and South)
Shoreline Community College
Skagit Valley College
South Puget Sound Community College
Spokane Community College District
Tacoma Community College
University of Washington
Walla Walla Community College
Washington State University
Wenatchee Valley College
Western Washington University
Whatcom Community College
Yakima Community College

All: S A

WEST VIRGINIA

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$15,654 (100%)
All Women	$13,335 (85%0

	Men	Women
White	$15,737 (100%)	$13,349 (85%)
Black	$13,691 (87%)	$12,947 (82%)
Hispanic	$20,000 (127%)	$14,800 (94%)

In 1984, the legislature established a task force to evaluate the compensation and classification plans to determine if any improvements were necessary and if any sex-based wage inequities existed. The task force reported its findings to the legislature in 1985, and in 1986, a pay equity study was authorized by the legislature and completed. The completed study and its recommendations have not yet been implemented.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Colleges and Universities			
Bluefield State College			
Concord College			
Fairmont State College			
Glen Ville State College			
Marshall University			
Parkersburg State College			
Potomac State College of West Virginia University			
Shepherd College			
Southern West Virginia Community College			
West Liberty State College			
West Virginia College of Graduate Studies			
West Virginia Institute of Technology			
West Virginia Northern Community College			
West Virginia School of Osteopathic Medicine			
West Virginia State College			
West Virginia University			
All:		S	

WISCONSIN

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$25,891 (100%)
All Women	$19,646 (76%)

	Men	Women
White	$25,978 (100%)	$19,784 (76%)
Black	$23,973 (92%)	$18,829 (72%)
Hispanic	$27,573 (106%)	$19,253 (74%)

In 1977, a preliminary study of 9,000 state clerical workers' jobs was conducted. An executive order from the governor established a task force and mandated a pay equity study in 1984. The study, completed in 1986, included an initial comparison of salaries in disproportionately-minority categories with White-dominated categories as well as a comparison of salaries between female-dominated and male-dominated categories.

Initially, the legislature appropriated $9 million to implement the study results; a budget deficit reduced the implementation appropriation to $2.1 million.

Implementation began in February 1987; the last adjustment was made in July 1988. Adjustments, which averaged 12.7 percent, affected over 15,000 state workers in 257 classifications. Classifications receiving adjustments included data entry operator, food service worker, librarian, medical technologist and registered nurse. The percentage of payroll budget for the two-year implementation period was 3.7 percent.

The following jurisdictions have also been involved in pay equity activity:

	Research	Study	Adjustments
Cities			
Green Bay			A
Madison	R	S	

Colleges and Universities

University of Wisconsin System		
All:	S	A

WYOMING

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

All Men	$22,735 (100%)	
All Women	$16,277 (72%)	
	Men	Women
White	$22,947 (100%)	$16,374 (71%)
Black	$18,143 (79%)	$17,167 (75%)
Hispanic	$18,849 (82%)	$14,816 (65%)

The Commission for Women held pay equity hearings in 1984. In 1985, the legislature passed a bill calling for preliminary pay equity research. Research identified the wage gap and made recommendations for closing it through pay equity adjustments and a complete job reclassification.

A task force was appointed by the governor in 1987 to oversee a pay and classification study. The study was implemented in 1989, but the extent to which female-dominated jobs were affected by the new system is not clear.

PAY EQUITY ACTIVITY
IN COUNTIES

PAY EQUITY ACTIVITY IN COUNTIES

Over 25 counties throughout the U.S., plus 87 in the state of Minnesota, have been involved in pay equity activity in the past ten years.

Counties that have been particularly vigilant in identifying and working to eliminate sex- and race-based wage discrimination from their workforces have been Contra Costa County, CA and Montgomery County, MD. Both counties began to examine their wage-setting systems in the mid-1980's. Montgomery County completed a pay equity study and approved a plan for implementation in the spring of 1989, and Contra Costa County began work on a comprehensive pay equity study in the summer of 1989, after making initial pay equity adjustments in earlier agreements with county unions. Other counties taking recent action are King County, WA and Suffolk County, NY.

Encouragement from state legislatures has played a role in the pay equity activity of counties in some states. Minnesota's 87 counties are in varying stages of implementing pay equity as they come into compliance with the state law requiring that local governments work to achieve pay equity. As with all local agencies in California, counties are prohibited from not adopting pay equity/comparable worth proposals in collective bargaining. Several counties in New York State are also involved in pay equity activity in an innovative program approved by the state legislature.

The New York State Department of Civil Service, Municipal Services Division received a legislative appropriation of $160,000 for 1988-1989. The funding enabled the Pay Equity Unit to undertake a project, at no cost to the counties of Broome, Dutchess, St. Lawrence and Tompkins, to develop a new classification plan with all new job specifications for every title in each county; make recommendations for pay equity adjustments based on job worth points, which will be negotiated with unions; and establish a gender-neutral point-factor system for future use. The project began in 1988, and completion of the study phase was expected by late 1989.

Overall, counties employ more women than municipalities do. While municipalities employ a majority of men due to the number of traditionally male-dominated municipality occupations, counties employ a majority of women, who work in occupations related to counties' social service and public assistance roles.

* * *

California

Alameda County

A joint labor-management pay equity study was negotiated between SEIU and the county. The study was completed in 1987. Pay equity adjustments of one to 3 percent were negotiated for county workers.

Contra Costa County

Pay equity adjustments of 3 percent in each year of a two-year agreement were negotiated for social workers and eligibility workers in a 1984 contract between employee unions, which included SEIU and AFSCME, and the county. A provision in the 1984 contract also called for the creation of a joint labor-management task force to research pay equity. The unions proceeded to conduct a job-match study using the job evaluation points awarded to generic job classes in San Jose and Washington State. Pay equity adjustments ranging from 2.5 percent to 7.5 percent were negotiated during 1985-1987 negotiations using the results of the union study. Adjustments have covered a total of 2,972 county employees in 257 female-dominated classes.

As part of agreements made late in 1987, unions and the county are now undertaking a full job evaluation study to determine if any existing wage inequities are due to sex, race or other factors. A pay equity task force was formed and began meeting in January 1988 to determine the methodology to be used in the study. Eventually, the task force agreed to utilize both a point factor system and the decision band method of job evaluation, applying them in a pilot study of representative classifications.

A steering committee, composed of labor and management representatives, and an evaluation committee, composed of different representatives from both sides, were formed to complete work on the pilot study. The information gathered during the pilot study will enable county officials and unions to determine which methodology, point-factor or decision band, is most appropriate for use in the comprehensive study, which began in 1989.

Recommendations for pay equity adjustments resulting from the comprehensive pay equity study will be made to the county Board of Supervisors. The contract between the county and its unions stipulates:

> "Pay equity recommendations which are approved by the Board of Supervisors shall be implemented in such fashion that the County will provide fifty cents in pay equity adjustments for each one dollar

general wage increase authorized for the classifications represented by the participating unions collectively, provided that the total amount of pay equity adjustments in any fiscal year shall not exceed twenty-five percent of the general payroll increase."

Humboldt

The Humboldt County Personnel Department intended to hire a consultant to only conduct a classification study of county jobs. However, the Humboldt County Public Employees Association (affiliated with AFSCME) successfully persuaded the Board of Supervisors to voted to expand the study to include a pay equity analysis in April 1989.

Kern

Pay equity adjustments of one to 5 percent were negotiated in a 1985 contract between SEIU and the county.

Los Angeles County

Pay equity adjustments of one percent were negotiated for clerical workers in a 1985 contract between SEIU and the county in 1985. Further adjustments of 4.5 to 14 percent were negotiated for 3,000 county employees, including social workers and health care workers in 1987. SEIU, which represents 47,000 county workers, filed a race- and sex-based wage and promotional discrimination suit against the county in state court in 1986. The case was still pending in 1989.

Marin

Pay equity adjustments of 2.5 percent were made to 87 classes, including clerical and eligibility workers, library clerks, two classes in the library series and accountant I in 1985.

Monterey

Pay equity adjustments of one percent have been negotiated in contracts between SEIU and the county.

Napa

Pay equity adjustments of one to 5 percent were negotiated in a 1985 contract between SEIU and the county.

Sacramento

Pay equity adjustments were negotiated for female-dominated classes in 1985, 1986 and 1988 contracts between unions and the county.

San Francisco County (See San Francisco, City of)

San Mateo

A committee was appointed by the county manager in 1984 to gather information on pay equity and to make recommendations for the county. Pay equity adjustments of 1.5 to 5 percent in addition to the across-the-board increase negotiated for all classes in a two-year 1984 contract. Pay equity adjustments were negotiated for 23 classifications, including staff clerks, librarians and eligibility workers, in a 1986 contract between SEIU and AFSCME and the county. Adjustments of up to $450 per month were also made for social workers and a commitment to raise the pay for eligibility fraud investigators about $175 per month were also negotiated as a result of a pattern of previous grievances.

Santa Clara County

As a result of recommendations from a task force created by the Board of Supervisors in 1984, the county adopted a pay equity policy and voted to conduct a study. Pay equity adjustments of 13.5 percent for librarians and 1.5 to 6.5 percent for 31 clerical classifications were negotiated in a 1985 contract between SEIU and the county. The results of the joint pay equity study, completed in 1987, brought additional adjustments.

Santa Cruz

In 1989, as a result of a job match study conducted by SEIU, the county appropriated $500,000 for pay equity adjustments over two years.

Sonoma

Pay equity adjustments of 5 percent were negotiated for female-dominated jobs in a 1985 contract between SEIU and the county.

Delaware

New Castle County

Pay equity adjustments totalling approximately $66,000 were negotiated for female-dominated jobs in a 1987 contract between AFSCME and the county. The adjustments came as the result of a study of the county personnel system by a consultant in 1985.

Maryland

Montgomery

The Montgomery County Council approved 5 percent pay equity raises for 2,900 county workers in jobs held predominantly by women and/or people of color in 1989. The unanimous decision by the Council to authorize the $2.4 million worth of pay equity adjustments for 1989 will raise the wages of female-dominated jobs such as secretary, nurse, school therapist, librarian, bus driver and data processing worker.

Pay equity activity was set in motion by the county's Commission for Women, which formed a committee to work on pay equity in 1982. The following years brought the introduction of a bill calling for pay equity; Council hearings on the bill; and the formation of a Council Compensation Task Force to examine compensation issues, including pay equity.

A coalition of advocates in the county worked to convince the County Executive to undertake a diagnostic evaluation of the county's job classification system (Q.E.S.).

The consultant hired by the county submitted a final report in May 1986 that recommended changes to the Q.E.S. in order to more accurately credit the work of all county workers. The report recommended adding public service/assistance as a factor, along with the redefinition and expansion of four other factors -- physical demands, hazards, supervision exercised and working environment.

After many meetings and extensive review of the report, the same consultant was rehired in January 1987 to study and make recommendations for the new grades under the revised Q.E.S. system. A 10-member advisory committee was formed with representatives from the Montgomery County Government Employees Organization (affiliated with the United Food and Commercial Workers International Union), county workers and managers to monitor and assist the consultants with their work. The consultants' final report was submitted in August 1988.

The salary increases that were approved in February 1989, which will affect nearly half of the county's workforce, were retroactive to January 1, 1989. Estimates indicate that it will cost approximately $4 million to continue implementation of pay equity raises in 1990.

Michigan

Genesee County

In 1986, 40 public health nurses, nutritionists and health educators received pay equity adjustments of approximately five percent over two years.

Minnesota

There are 87 counties in the state of Minnesota; all of them have been required by the Local Government Pay

Equity Act, which was passed in 1984, to "establish equitable compensation relationships between female-dominated, male-dominated and balanced classes of employees." The unions in the state that have been actively involved in the implementation process are AFSCME, SEIU and others. Implementation of pay equity plans was ongoing in 1989.

Written into the law were requirements that counties use a job evaluation system to determine comparable work value and meet and confer with representatives of their employees to develop or select the system to be utilized. Counties were also required to submit a report to the state Department of Employee Relations that included:

- the title of each job class in the jurisdiction;
- point values and salaries for female-dominated jobs as defined by the job evaluation system;
- a description of the job evaluation system used;
- and a plan for establishing equitable compensation relationships between female-dominated and male-dominated classes that included a timetable for making pay equity adjustments to classes in which inequities existed and the estimated cost of implementing the adjustments.

Counties reported an average cost of 3.8 percent of payroll to implement pay equity.

An example of pay equity activity in Minnesota counties:

Itasca

Unable to reach a settlement on pay equity during contract negotiations, AFSCME and the county were the first in the state to submit the issue to final offer interest arbitration. The arbitrator ruled in favor of AFSCME's proposal because it "more appropriately addressed the goals of Minnesota's pay equity law." The cost of implementation was approximately $145,000.

New Jersey

Camden

The Camden County Commission on Women issued a report in June 1988 that recommended pay equity implementation in the county. The research conducted over a two-year period by the Commission with the assistance of a consultant, revealed that nearly half of the women employed by the county were in office and clerical work.

New Mexico

New Mexico county that has been involved in pay equity activity: (See New Mexico in "Pay Equity Activity in States" for activity level.)

Los Alamos

New York

Nassau

In 1983, a report by AFSCME and a local union of the Civil Service Employees Association (affiliated with AFSCME) documented the fact that women workers were overrepresented in the lower pay grades and underrepresented in the higher pay grades; that over 90 percent of employees worked in sex-segregated jobs; and that there was evidence that female-dominated jobs were undervalued in Nassau County.

The union filed a case alleging sex-based wage discrimination under Title VII in 1985. A trial date for the 6,000-member class action suit was set to go to trial on November 27, 1989 in the Eastern District Court of New York. In the lawsuit, which has kept the union and county in document discovery for three years, each plaintiff's position was compared with a dissimilar male-dominated job that the plaintiff claimed required equivalent or less overall skill, effort, responsibility and working conditions but paid more.

Suffolk

A commission to research strategies for achieving pay equity was established in 1985. The following year, the Suffolk County legislature made an appropriation to fund a pay equity study and extended the life of the commission. A consultant was hired to conduct the county's pay equity study. The county included $2 million in its 1989 budget for pay equity adjustments.

Other New York counties that have been involved in pay equity activity: (See New York in "Pay Equity Activity in States" for activity level.)

Broome

Dutchess

St. Lawrence

Tompkins

Ohio

Ohio county that has been involved in pay equity activity: (See Ohio in "Pay Equity Activity in States" for activity level.)

Cuyahoga County Public Library

Oregon

Multnomah

Pay equity adjustments of 2 to 5 percent were negotiated for over 600 county employees in 21 classifications, most of them female-dominated, in a 1987 contract between AFSCME and the county. The agreement totalled $490,000.

Virginia

Virginia county that has been involved in pay equity activity: (See Virginia in "Pay Equity Activity in States" for activity level.)

Fairfax

Washington

King

A pay equity study, conducted by a consultant, was completed in 1989. Pay equity adjustments for 150 classifications, including data entry operator II and III, office assistant III, office technician I, switchboard supervisor, nurses, alcoholism counselors, public defense interviewers and clerical workers, were negotiated as a result of the study in 1989. Adjustments averaged $1,862 per person for 1,133 employees. The percentage of payroll budget for the adjustments was 1.2 percent.

Thurston

As a result of a pay equity study negotiated between AFSCME and the county in a previous contract, workers in female-dominated jobs received pay equity adjustments of up to $200 per month in a 1985 contract.

PAY EQUITY ACTIVITY IN MUNICIPALITIES

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PAY EQUITY ACTIVITY IN MUNICIPALITIES

Over 50 municipalities throughout the U.S., plus 855 in the state of Minnesota, have been involved in pay equity activity in the past ten years. Cities, towns and villages ranging in size from only a few dozen to thousands of employees have found workable solutions for raising wages in female-dominated and disproportionately minority jobs in their workforces.

In San Francisco, in a unique demonstration of public acceptance of pay equity, voters overwhelmingly affirmed pay equity adjustments for city employees. City officials and clerical workers in conservative Colorado Springs agreed to a pay equity plan. Other activity of note is in Boston, where a task force composed of representatives from unions, women's organizations and city personnel, among others, has oversight authority in the city's pay equity study.

Municipalities and unions in the state of California have been particularly active in bargaining over pay equity. Activity has been encouraged, in part, by state legislation that prohibits local agencies from adopting ordinances or policies which prohibit "consideration of comparability of the value of the work as one of the factors which may be used during the collective bargaining process to negotiate salaries." The definition of pay equity/comparable worth is clearly defined as the measurement of skill, effort, responsibility and working conditions in the law, which has been in effect since 1984.

Many of California's municipalities have made pay equity adjustments without bargaining for a study first. For example, pay equity adjustments worth $12 million were negotiated in Los Angeles, much to the satisfaction of both workers and the city. In many other municipalities, pay equity adjustments have been bargained for female-dominated jobs; adjustments indicated in the following report are *always* made in addition to, or separately from, across-the-board adjustments.

In many other states, grassroots organizations are actively mobilizing forces in coalitions to raise awareness about pay inequities and to seek action from local governments. In the city of Pittsburgh, for example, the Southwestern Pennsylvania Pay Equity Coalition sparked the introduction and passage of a city council resolution endorsing pay equity. Unions in New York City funded pay equity research of the city workforce, which was presented to city officials. Coalitions have also been, and, in some cases are still active, in the cities of San Francisco, Atlanta, South Bend (IN) and Philadelphia.

Overall, compared to counties and school districts, municipalities employ the fewest women, primarily because of the nature of services provided by municipalities and the occupations associated with them. These services include police and fire protection, street maintenance and sewer and water. Some municipalities, especially larger ones, may also operate hospitals, maintain airports and provide utility services. The jobs associated with municipality operations, such as fire fighter, truck driver and laborer, have historically been held by men, and may explain why the majority of employees in municipalities are men.

Examining race-based wage discrimination may be particularly important in municipalities with large numbers of people of color, especially for men of color, who are often occupationally segregated in low-paying male-dominated jobs. As in the cities of Philadelphia, where the results of a pay equity study are being discussed, and in Washington, DC, where a pay equity study is in the beginning stages, efforts are aimed at eliminating race bias as well as sex bias in wage-setting.

As the variety of case studies reported below suggests, there are no set solutions for addressing pay equity for workers in municipalities, but many possibilities for remedying pay inequities exist.

* * *

Arizona

Tucson

A report released by the Tucson Women's Commission in 1983 prompted the City Council to ask the city's Civil Service Commission to study the city's pay plan to determine the existence and/or extent of sex bias in city pay. The Civil Service Commission hired two consultants to study the effects of implementing a point factor system for city employees. No action was taken upon completion of the reports.

In 1989, the Tucson Women's Commission released another report entitled, "Are Women Getting a Fair Share of City of Tucson Resources?" Based on findings indicating that, for example, 50 percent of all women employed by the city held clerical positions, the Commission recommended to the mayor and city council that a pay equity study be undertaken to rate jobs based on skill, effort, responsibility and working conditions. There was no response to the report as of September 1989.

California

Antioch

Pay equity adjustments of 2 to 2.5 percent were negotiated for female-dominated jobs in 1985-1988 contracts between the American Federation of State, County and Municipal Employees (AFSCME) and the city.

Belmont

Negotiations between AFSCME and the city resulted in pay equity adjustments of one percent for workers in 1983.

Berkeley

A joint labor-management study comparing 13 clerical classifications with 10 maintenance classes resulted in a $1.1 million agreement between SEIU and the city for clerical workers in 1984. Pay equity adjustments averaged $275 per month. Additionally, public library workers received a 4 percent increase effective January 1, 1986 and another 4 percent increase in January 1987.

Costa Mesa

Nearly three-quarters of a 283-member bargaining unit received a 5 percent pay equity adjustment in a 1986 contract between SEIU and the city.

Davis

A report submitted in 1985 from a task force established by the City Council showed a 10 percent wage gap between the female-dominated clerical classification series and the male-dominated maintenance classification series. The city council adopted the task force's recommendation that clerical salaries be upgraded 10 percent, at a total cost of $79,379.

Fremont

Pay equity adjustments were negotiated between SEIU and the city in a 1986 contract.

Hayward

Since the early 1980's, SEIU has negotiated approximately $200,000 worth of pay equity adjustments. Adjustments for workers in female-dominated jobs were approximately one percent annually.

Long Beach

In 1985, the City Council passed a resolution supporting the concept of pay equity. A pay equity study was negotiated in the 1986 contract between the city and the City Employees Association (affiliated with the International Association of Machinists). The study established points for 51 benchmark positions. Based on the salary line computed from the study, classifications were given pay equity adjustments in 2.5 percent increments to total $1.4 million, which had been allocated for anticipated pay equity adjustments in collective bargaining. Of the approximately 2,142 positions affected by adjustments, 62 percent were in female-dominated classifications.

Los Angeles

In April 1985, the City of Los Angeles and the American Federation of State, County and Municipal Employees (AFSCME) agreed to pay equity adjustments of 10-15 percent for approximately 3,900 female-dominated jobs held by librarians and clerical workers. The raises, a total of $12 million phased in over a three-year period and amounting to 0.8 percent of payroll, were made without conducting a full study.

To arrive at the agreement, the city had compared entry-level male- and female-dominated jobs which had similar education requirements and job responsibilities and found that there was a 15 percent wage gap. Management representatives then met with AFSCME to work out salary adjustments which would provide not only appropriate salaries for the female-dominated classes, but a balanced approach to the relationship of these salaries with others in the city. For example, the monthly pay range for clerk typists before pay equity adjustments, in 1985 dollars, was $1,199 - $1,411. After phasing in adjustments, the monthly range became $1,316 - $1,635. Other classifications receiving adjustments were senior clerk typist; principal clerk; chief clerk; and data entry operator.

During the period when the pay equity adjustments were being phased in, the city reported recruitment successes as many new employees were attracted to previously hard-to-fill jobs. As indicated by the number of persons taking exams, there were significant increases in the number of candidates for many jobs in 1985 and 1986 over previous years. There was a 65.6 percent increase for accounting clerks, a 65 percent increase for clerks and a 236.5 percent increase in clerk typist applications. The city's personnel department has attributed the climbing figures to awareness of pay equity adjustments. Indications are also that absenteeism has been reduced, and morale and productivity have improved.

Clerical workers and others who received pay equity raises have been able to move up the career ladder, quit second jobs that were previously needed to supplement income and feel a renewed sense of self-esteem.

Mill Valley

Pay equity adjustments of 2 percent were negotiated in 1985-1988 contracts between AFSCME and the city.

Oakland

In a 1988 contract between SEIU and the city, a special fund of $550,000 was established for pay equity adjustments in the second and third year of the contract. Adjustments will be made in addition to 17 percent across-the-board increases for 1,300 workers.

Palo Alto

City employees in 45 female-dominated jobs received pay equity adjustments ranging from 2 to 10 percent in a 1985 contract settlement.

Pismo Beach

A job-match study utilizing job descriptions from the city of San Jose and conducted by a City Council-appointed committee resulted in adjustments for 11 workers in female-dominated classifications.

Pleasant Hill

Pay equity adjustments for clerical workers ranging from 4.8 to 7 percent over three years were negotiated in a 1985 contract between SEIU and the city.

Richmond

Pay equity adjustments of 12 to 13 percent were negotiated for 26 female-dominated jobs in each year of a three-year contract between SEIU and the city. Adjustments for 4 classifications were 5, 3.5 and 3.5 percent for the three years. The other 22 classifications received pay equity adjustments of 6, 3.5 and 3.5 percent.

San Carlos

Pay equity adjustments of 3 to 4 percent have been negotiated for the female-dominated unit represented by AFSCME.

San Diego

Pay equity adjustments of 6 percent were negotiated for clerical workers in a 1982 contract. Pay equity adjustments of 10 percent were negotiated for librarians in 1982, who received an additional 5 percent in 1984.

San Francisco (City and County)

In November of 1986, San Francisco voters overwhelmingly approved raising the wages of workers in jobs held primarily by women and people of color in the first direct test of the pay equity issue by voters anywhere. The resulting agreement between three locals of the Service Employees International Union and the city, reached early in 1987, brought $35.4 million worth of pay equity adjustments to more than 12,000 city and county employees. Low-paid jobs dominated by women and people of color including clerk-typists, licensed vocational nurses, librarians, hospital workers and school employees received a 4.5 percent pay equity raise July 1, 1987 and an additional 5 percent raise on July 1, 1988. Pay equity adjustments ranged from $750 to $2,000, with the average increase being $2,000 over two years. Adjustments continue to be made through collective bargaining agreements.

Eliminating wage inequities in city and county employment became the focus of advocacy groups, affected workers, the legal community and the city's elected officials in 1978. A joint study undertaken by the San Francisco Commission on the Status of Women and the Women Library Workers documented a large wage gap between female-dominated clerical jobs and jobs with comparable job requirements, but filled mostly by men.

Later, in 1980, a report on the city workforce of over 25,000 employees by the San Francisco Comparable Worth Committee concluded that only jobs dominated by men of color had salaries as low as those that were female-dominated. Wages were the lowest in the jobs held by women of color.

In October 1981, the city's Board of Supervisors passed a resolution in support of eliminating pay inequities in classifications dominated by women or people of color. No further action was taken until 1984, when SEIU reached an agreement with the Board of Supervisors to form a joint union-management committee to seek solutions to sex- and race-based pay inequities.

The findings of the six-member committee (three were selected by the Board, three named by SEIU) were accepted by the union and the Board in March of 1985. The agreement, which would have totalled nearly $30 million worth of pay equity adjustments over two years, was vetoed by the city's

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mayor on the advice of the city attorney, who claimed it was against the city's charter.

Left with the option of pursuing a lengthy lawsuit, proponents, at the suggestion of Supervisor Nancy Walker, decided to have the question placed on the ballot for voters to determine. San Francisco voters were presented with Proposition H, sponsored by Walker, which was approved by a 60 percent to 40 percent margin. The Civil Service Commission is now required by the city charter to determine disparities between classifications dominated by women and/or people of color and those filled mostly by men. The information is then used in collective bargaining to make additional pay equity adjustments.

San Jose

One of the first major U.S. cities to make pay equity adjustments for workers in female-dominated jobs, San Jose did so as a result of the nation's first strike over pay equity.

At the urging of the American Federation of State, County and Municipal Employees Local 101, the city of San Jose agreed in 1979 to conduct a pay equity study to determine if classes of comparable skill levels were comparably paid. The city hired a consultant to conduct the study, and a steering committee was established to oversee the process. Its membership included labor and management representatives. An evaluation committee, consisting of nine city employees, was also formed to conduct the evaluations. The criteria of know-how (including managerial and human relations skills), problem-solving, accountability and working conditions measured by physical effort and environmental hazards were utilized.

The study was completed in 1980. It found that female-dominated occupations were paid an average of 18 percent less than male-dominated occupations. The largest pay disparities occurred among the recreation and library workers.

AFSCME Local 101 represents the largest portion of non-management employees. Its contract expired in July of 1981. The city offered $1.3 million in pay equity increases and 12 percent across-the-board increases over two years. The local membership rejected the offer and went on strike. After a 10-day strike, the membership accepted $1.5 million for pay equity increases of 5 percent to 15 percent over two years in addition to cost of living increases. Adjustments went to approximately 62 female-dominated classifications, including account clerks; typist clerks; police records clerks; secretaries; library clerks, paraprofessional and professionals; staff analysts; recreation leaders and supervisors. This initial settlement amounted to approximately one percent of the payroll budget.

Upon expiration of the contract in July 1983, the city and local union agreed upon an additional $400,000 for pay equity increases.

The union has continued to negotiate for pay equity adjustments. Adjustments since the first series have ranged between one-half to three percent.

San Mateo

Pay equity adjustments have been negotiated in contracts between SEIU and the city.

Santa Cruz

A joint labor-management committee researched pay equity in 1981. An agreement negotiated in 1987 between SEIU and the city brought $200,000 worth of pay equity adjustments to 150 workers in 36 female-dominated job classifications. Adjustments were made in four increments and were retroactive to July 1985.

Stockton

A task force was appointed by the City Council in 1986 to monitor a pay equity study. Pay equity adjustments of 2-4 percent, at a maximum cost of $392,000, were made to implement the study in two units where there were many female-dominated classifications.

Woodland

Pay equity adjustments averaging about 2 percent a year were negotiated between AFSCME and the city in 1985 and 1988 contracts. The adjustments, which were made using the results of a pay equity study, have gone to workers in female-dominated accounting, clerical and library classifications.

Other California municipalities that have been involved in pay equity activity: (See California in "Pay Equity Activity in States" for activity level.)

Arcata

Colorado

Colorado Springs

National attention was focused on the city of Colorado Springs early in the decade when the city, described as conservative and staunchly Republican, began to examine pay equity and eventually made significant pay equity adjustments for workers such as billing clerks, secretaries, administrative clerks, court clerks and customer service representatives.

In 1980, a group of 36 City Hall secretaries provided the impetus for the city's pay equity initiative by bringing what they felt was an inequitable wage-setting policy to the attention of the city council, which was considering the city's wage package for the following year. The secretaries' concerns set in motion a dialogue between clerical employees and the city's personnel department; a city-sponsored visit from Eleanor Holmes Norton, who was chair of the Equal Employment Opportunity Commission at the time, to speak at a workshop for city organizations, employees and the public; and, finally, in 1981, a city council vote on a 1982 wage and benefit package that included pay equity adjustments. Salaries implemented in 1985 completed a four-year period of making pay equity adjustments. The average increase was 25 percent over the implementation period, representing approximately $1.5 to $2 million each year, amounting to about 2 percent of the payroll budget.

Connecticut

Connecticut municipalities that have been involved in pay equity activity: (See Connecticut in "Pay Equity Activity in States" for activity level.)

West Hartford

District of Columbia

See District of Columbia in "Pay Equity Activity in States."

Illinois

Chicago

An analysis of the city's workforce by the American Federation of State, County and Municipal Employees' International Research Department that utilized information from the Chicago's EEO-4 report was completed in 1982.

Heavy occupational segregation by sex in the city workforce was coupled with sex-based wage differentials. For example, over 80 percent of the workers in paraprofessional and office/clerical job categories were women; only 0.1 percent of skilled crafts and 2.0 percent of service/maintenance job categories were occupied by women. Further, 80 percent of all women who worked for the city earned less than $20,000 in 1981, while nearly 80 percent of all men who worked for the city earned more than $20,000 in 1981. The median salary ranges for job categories in which men predominated ranged from $20,000 to $32,900 while the median salary ranges for job categories in which women predominated ranged from $10,000 to $24,900.

The union's analysis also uncovered the city's policy of not permitting collective bargaining for female employees. Because the state of Illinois did not require the recognition of, or bargaining with, labor unions representing city employees, labor case law had established that it was at the discretion of city administrators -- in this case the mayor of Chicago -- whether to allow union representation elections and collective bargaining.

Successive mayors had for years allowed union representation for trade workers, but, despite AFSCME's organizing efforts among library and clerical workers, not for these workers. AFSCME's analysis had shown that wage increases achieved by workers represented by unions far exceeded those given by management to non-union workers, in this case, the clerical workers and librarians.

Based on the AFSCME analysis, representative city library and clerical workers filed a class action complaint against the city of Chicago with the federal Equal Employment Opportunity Commission alleging a pattern and practice of discrimination in terms and conditions of employment.

Finally, in 1984, because of publicity around the AFSCME analysis and the pressure of the EEOC charges, the mayor allowed city clerical, technical, paraprofessional and professional employees to be represented by a union. AFSCME won the right to represent the employees and as a result, approximately 3,500 workers in 79 female-dominated jobs received pay equity adjustments in 1986 as a result of negotiations between the union and the city of Chicago. Adjustments were 5 percent and classifications were concurrently upgraded by one pay grade. The total for the three-year package was $1.2 million.

Indiana

South Bend

In 1986, the Working Women's Coalition released "South Bend Women: Work Life and Family," a report that included information on the wage gaps between women and men working in the city of South Bend, and occupational segregation in St. Joseph County, where the city is situated.

Iowa

Sioux City

Research on pay equity for city employees was conducted by AFSCME in 1983. No further action has been taken.

Massachusetts

Boston

In August 1987, the Boston City Council appointed members to the commission that had been established to serve as an advisory body to assist the city with its pay equity study. The commission's role was clarified and its composition was expanded to include more representation from women's and labor organizations in September 1988. Composed of 15 members representing AFSCME and SEIU, women's organizations, the private sector, the mayor's office, the city offices of affirmative action, personnel, labor relations and the budget, the commission has the responsibility to review draft documents related to the pay equity study and make recommendations. The study that will be conducted, which involves re-writing city job descriptions, evaluating jobs by a point-factor system, and developing a new classification system, will include pay equity as an element largely as a result of language in the contracts between AFSCME, SEIU and the city. As a result of a request-for-proposal (RFP), consultants were hired for the three-year study, which began in 1989.

Haverhill

Research conducted by SEIU found that, in addition to sex-segregation of nearly all city job classifications, clerical workers in city hall were paid 32 percent less than male city workers. Pay equity adjustments were negotiated in a 1986 contract.

Other Massachusetts municipality that has been involved in pay equity activity: (See Massachusetts in "Pay Equity Activity in States" for activity level.)

Cambridge

Michigan

Mt. Pleasant

Adjustments were negotiated for female-dominated jobs in contracts between AFSCME and the city from 1982 through 1985.

Other Michigan municipality that has been involved in pay equity activity: (See Michigan in "Pay Equity Activity in States" for activity level.)

Ann Arbor

Minnesota

There are 855 municipalities in the state of Minnesota; all of them have been required by the Local Government Pay Equity Act, which was passed in 1984, to "establish equitable compensation relationships between female-dominated, male-dominated and balanced classes of employees." The unions in the state that have been actively involved in the implementation process are AFSCME, SEIU, Minnesota Nurses and others. Implementation of pay equity plans was ongoing in 1989.

Written into the law were requirements that municipalities use a job evaluation system to determine comparable work value and meet and confer with representatives of their employees to develop or select the system to be utilized. Municipalities were also required to submit a report to the state Department of Employee Relations that included:

- the title of each job class in the jurisdiction;
- point values and salaries for female-dominated jobs as

defined by the job evaluation system;

- a description of the job evaluation system used;
- and a plan for establishing equitable compensation relationships between female-dominated and male-dominated classes that included a timetable for making pay equity adjustments to classes in which inequities existed and the estimated cost of implementing the adjustments.

On the average, municipalities reported a cost of 4.1 percent of payroll to implement pay equity.

Nebraska

Lincoln-Lancaster

A committee of the Lincoln-Lancaster Commission on the Status of Women began pay equity research in 1989.

New Jersey

Jersey City

A joint committee of city workers and a consultant conducted a pay equity study comparing librarians with 16 other city job titles in 1983. The study results indicated a 21 percent wage differential between librarians and other city employees.

New York

New York City

An analysis of the New York City workforce conducted by New York University's Urban Research Center in 1987 found large pay gaps between jobs held by people of color and whites' jobs and between women's and men's jobs. The project was funded by AFSCME District Council 37; AFSCME; Communications Workers of America, Locals 1180, 1182 and 1183; Doctors Council; Local 1199, Drug, Hospital and Health Care Employees Union, RWDSU; New York State Nurses Association; United Probation Officers Association; and, in part, by the Charles H. Revson Foundation.

By conservative estimates, the analysis demonstrated that more than one-third of the pay gaps were attributable to discrimination. Two-thirds of the workforce in mayoral agencies are in jobs that are either predominantly white male or predominantly women of color. More than half of the female/people of color's jobs start at $20,000 per year; two-thirds of the jobs with no women or men of color in them start at or above $28,000.

The research was undertaken after the city had declined to fund a similar study. In May 1986, the city agreed to provide unions with the data necessary to conduct the research.

Other New York municipalities that have been involved in pay equity activity: (See New York in "Pay Equity Activity in States" for activity level.)

North Hempstead

Watertown

Oregon

Portland

City clerical workers represented by AFSCME received a .5 percent pay equity adjustment in a 1983 contract. Subsequently, the city council passed a resolution to conduct a pay equity study. A consulting firm was hired, and a study was completed in 1985. The results of the study were not implemented until collective bargaining in 1989, when approximately $263,000 worth of pay equity adjustments were allocated for 405 employees. Upgraded classifications include clerical specialist; secretarial clerk I and II; police data technician; and data entry clerk. The average percentage of adjustments was 2.5 percent per worker.

Pennsylvania

Philadelphia

A report from the Employment Practices Task Force of the Mayor's Commission for Women, submitted to the mayor in October 1985, analyzed the entrance requirements and pay for over 11,000 city jobs and found that women in city government were segregated in low-paying jobs and were paid less than men holding similar jobs. Examples cited in the report included the fact that practical nurses earned less than city gardeners; social workers earned less than sanitarians; and community health workers earned less than delivery drivers. As a result, the city agreed to conduct a pay equity study of the city's workforce. A request for proposal (RFP) was issued in October 1986, and a consultant was hired. The study commenced in March 1987 and the results were released to the city in the spring of 1989. Significant because the study examined both sex- and race-based inequities, the results of the study have not yet been released to the public as of October 1989.

The American Federation of State, County and Municipal Employees filed a class action suit against the city in 1985, alleging that the city government discriminates against women in the setting of wages and seeking millions of dollars of back pay for 4,000 workers. The case is still pending.

Texas

Austin

The City Council authorized a pay equity study and established a task force to work with the city's human resources compensation division in completing it. The study was completed in October 1987. Implementation was scheduled for October 1989.

Vermont

Vermont municipality that has been involved in pay equity activity: (See Vermont in "Pay Equity Activity in States" for activity level.)

Burlington

Virginia

Virginia municipalities that have been involved in pay equity activity: (See Virginia in "Pay Equity Activity in States" for activity level.)

Alexandria

Virginia Beach

Washington

Seattle

Pay equity activity in the city of Seattle was initiated as a result of discussions in collective bargaining and a report on pay equity and the city workforce by the city's Office for Women's Rights in 1983. In 1984, representatives of labor and management were appointed to a steering committee established to review the city's existing job evaluation system. The committee's revisions to the plan included determining new weights to be assigned to each of the factors. After hearings were held for public response to the revised system, the committee's report was submitted to the mayor and city council in 1985. The council approved appropriations for pay equity adjustments in 1986, and the city and unions subsequently negotiated for pay equity adjustments. The city allocated $2.1 million over a two-year period. Approximately 180 classifications received pay equity adjustments, including administrative specialist I; administrative support assistant; and social service aide. The adjustments were 0.6 percent of the city's payroll budget.

Spokane

A joint labor-management pay equity study was conducted by the city and AFSCME. Negotiations resulting from the study brought pay equity adjustments in 1983 and 1984.

Other Washington municipalities that have been involved in pay equity activity: (See Washington in "Pay Equity Activities in States" for activity level.)

Lacey

Olympia

Renton

Wisconsin

Green Bay

Interest arbitration by AFSCME brought public health nurses wage parity with sanitarians.

Other Wisconsin municipality that has been involved in pay equity activity: (See Wisconsin in "Pay Equity Activity in States" for activity level.)

Madison

PAY EQUITY ACTIVITY IN SCHOOL DISTRICTS

PAY EQUITY ACTIVITY IN SCHOOL DISTRICTS

Over 60 school districts throughout the U.S., plus 435 in the state of Minnesota, have been involved in pay equity activity in the past ten years. Women employed by school districts as secretaries, records clerks, bilingual paraprofessionals, cooks, kitchen assistants and in many other female-dominated jobs have received pay equity adjustments largely due to the supportive approaches of their parent union or association. Programs initiated by both the National Education Association (NEA) and the California School Employees Association (CSEA), which is an independent association, provide cooperative assistance to local units working to implement wage-setting systems free of gender bias.

For example, the NEA, which has over 1.8 million members nationwide, hired a consulting firm in 1986 to custom design a job evaluation system uniquely suited to evaluate the jobs found in school districts. An emphasis on service, especially to people, and many factors that recognized the working environment of educational institutions were incorporated into the system's design. NEA is working to provide training to state and local affiliates so that they have the tools and information necessary to use the NEA job evaluation system. While many of NEA's projects to assess pay equity in school districts are in their initial stages, many of them will near completion in 1990.

CSEA has developed the capacity to provide data about inequities for female-dominated jobs to school district employees seeking to collectively bargain new salary structures and pay equity adjustments. School district employees make job matches between the composite generic job titles in CSEA's equitable compensation system and their district's and indicate the mixed, female- and male-dominated classifications, so that a male policy line can be determined. The male policy line, as weighted by regression analysis, shows the relationship between job evaluation points and salaries in the district under study. The amount of undervaluation is represented by the difference between actual salaries for female-dominated jobs and the salaries for male-dominated jobs with similar evaluation points. In its experience, CSEA has found that the female weighted average is usually 18 to 22 percent below the male weighted average.

CSEA members have utilized the data in collective bargaining to propose eliminating sex bias in wage-setting. As indicated by the number of school districts involved in pay equity activity in the state of California, CSEA has been successful in reaching agreements with over two dozen.

School district employees who are members of the Service Employees International Union (SEIU) and the American Federation of State, County and Municipal Employees (AFSCME) have used a variety of strategies, including collectively-bargained pay equity studies that paired consultants with union/management committees for assistance, and preliminary adjustments for female-dominated classifications.

A grassroots advocacy organization called Women on the Job has lead an aggressive campaign on Long Island in New York to educate women support staff and to coordinate information sharing and strategizing for pay equity bargaining and activity in area school districts. Women on the Job formed the Educational Support Staff Association, (which became Long Island 9to5, affiliated with 9to5: National Association of Working Women, in March 1989), a networking group that includes 62 school clerical workers' associations, and organized conferences, discussions, surveys, events on Secretary's Day and rallies to focus attention on closing the wage gap for support staff in area school districts. The project also assisted the Glen Cove and Central Islip school district associations in bringing complaints of sex-based wage discrimination to the New York State Division of Human Rights, which resulted in pay equity adjustments for secretaries and aides in the two school districts in 1987.

Many women are employed by school districts as teachers, but also in support services, primarily food service, office and clerical work and as teacher aides. The pay equity activity organized and encouraged by national and local unions and associations and advocacy groups will continue to create solutions for eliminating sex- and race-based wage discrimination for support staff and other school district workers. As *Pay Equity in Contract Negotiations*, a Women on the Job survey published in 1989 concludes, "The issue of wage discrimination will continue to confront school administrators because of increasing public support for workplace equality, the economic realities of the two paycheck family, the feminization of poverty, and increased pressures from women themselves."

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California

Chico USD

Northern California's Chico Unified School District was one of the first school districts in the state to fully implement a pay equity plan, bringing significant pay equity adjustments to workers in female-dominated jobs.

In the early 1970's, the California School Employees Association (CSEA) presented information to the Chico Board of Education on inequities in the ratings accorded three classes of employees - clerical / secretarial /accounting, maintenance/operations/ transportation, and cafeteria. The Board and personnel committee agreed to study the inequities.

In 1975, the Chico School District conducted a study to identify wage inequities. To facilitate the study, a committee was formed to evaluate classifications across occupational lines. The committee was made up of representatives of all three classifications from the local union. The process of the study was simplified because the school district had recently performed a complete classification study, which established consistent internal relationships between jobs.

A job evaluation guide was designed so that classes might be assessed against it. Classes were evaluated based upon eight factors: special knowledge, experience, scope and complexity of work, initiative and creativeness, contact, judgement, supervision and working conditions. Each factor was broken down into degrees, with points assigned accordingly. Factors were not weighted -- each factor was treated as an equal part of the total score. The study compared the salaries of female-dominated jobs with the salaries of male-dominated jobs.

As a result of the study, members of the committee found that there were inequities resulting from sex-based wage discrimination. The committee made two recommendations. The first was that pay ladders be placed on even positions so that entry-level job classifications would begin at the same salary range. The committee also recommended that the rungs of each pay ladder be uniform and that each rung should be 7.5 percent above the other.

The School Board and the Classified Personnel Commission accepted a plan to implement pay equity. The adjustments authorized by the Board of Education affected 47 classifications, including all cafeteria workers, aides, clericals, and accounting clerks. The plan, took one year to implement. Pay equity adjustments of 12.5 percent were paid to accounting clerks, secretaries, and clerical workers and 22.5 percent to cafeteria workers. The total cost of pay equity adjustments was $10,000.

Los Angeles USD

Pay equity adjustments of .55 to 1.5 percent, totalling $1.5 million, were negotiated for 14,000 workers in a 1983 contract between the California State Employees Association and the Board of Education. An additional $3 million worth of pay equity adjustments were negotiated in a 1984-1985 contract. Affected workers included cafeteria workers, clerical workers and instructional aides.

Sacramento USD

A joint labor-management study resulted in negotiated pay equity adjustments for approximately 400 workers in a 1984-1985 contract between the school district and AFSCME totalling $92,000. In a 1985 contract between SEIU and the school district, pay equity adjustments of 7.5 percent were negotiated for female-dominated job classifications.

San Diego SD

San Diego's 1,500-member Classified Employees Association (affiliated with the National Education Association), which represents paraprofessionals and office technical staff, settled a four-year contract in the summer of 1989 that included a 6 percent general salary increase and initial pay equity adjustments of 2.5 percent.

Eventually, all jobs in the school district will be reclassified to eliminate gender bias. No longer, for example, will jobs that require heavy lifting (mostly filled by men) pay more than jobs that require dealing with parents and children (mostly held by women). During the contract period, further pay equity adjustments will be made with input from the Association.

Vacaville USD

Successful political action by members of the Service Employees International Union helped to establish a school board supportive of pay equity in Vacaville School Board elections. Two years later, SEIU negotiated significant pay equity adjustments for female-dominated jobs.

In November of 1982, the new school board established a committee to study all classified positions in the district. The committee, composed of five union members and four appointees of the school board, was charged with identifying the incidence of sex and race discrimination in salary-setting practices and to promote internal equity in the salary structure as it related to the external market.

After a review of fifteen pay equity studies, the committee chose the system adopted by the Sacramento USD because of the methodology and factors it utilized and decided to conduct the study internally, without the use of a consultant.

When creating the new job classification system, the committee distributed job descriptions to all classified employees for updating, and made sure that current information was reported on the nature of supervision, the numbers of duties performed and the qualifications for hiring. They then agreed upon compensable factors and subfactors and developed a point-factor system to evaluate classified positions in the district. The factors used in the new classification system are knowledge/skill, complexity, responsibility -- impact on district, impact on students, impact on the public, supervision of others, freedom to act, working conditions -- environment, physical demands and hazards. The committee assigned points to factors and decided upon the score selected by the majority of the committee.

In 1983, the board adopted the committee's study. A total of $267,000 was appropriated between 1983 and 1987 to increase the underpaid classes identified in the study. Pay equity adjustments ranged from 2.5 to 22.5 percent and averaged $2,500 per person, affecting 100 women. The highest increases went to cafeteria workers, library technicians and instructional aides. The increases became effective in two installments: one payable in January, 1984, the other in July, 1984, to be followed by installments of 1/20th for each of the following five years.

To ensure satisfaction with the new system, the committee provided for hearings and appeals. The review committee remains a standing committee to review the system and problems annually. It includes two members of the community, one chosen by the union and one by the school board.

Other California school districts that have been involved in pay equity activity: (See California in "Pay Equity Activity in States" for activity level.)

Bassett USD

Benecia USD

Burbank USD

Cajon Valley Union Elementary USD

Carmel USD

Carlsbad USD

Castro Valley USD

Davis Joint USD

Dixon USD

Eastside Union High

Eureka City Elementary USD

Fairfield-Suison SD

Fremont Union High

Ft. Bragg USD

Grant Joint Union High SD

Huntington Beach Union High

Martinez USD

Mill Valley Elementary

Mt. Diablo USD

Mt. Empire USD

National Elementary

Novato USD

Oak Grove Elementary

Oakdale Joint Union High

Ocean View Elementary SD

Oxnard

Petaluma City Schools

Pittsburg USD

Pleasanton Joint Elementary SD

Pomona USD

Round Valley USD

San Diego Union High

San Dieguito Union High

San Mateo City Elementary

Santa Paula Elementary

Selma

Tamalpais Union High SD

Travis USD

Victor Valley Union High

Vista USD

Whisman Elementary SD

Connecticut

Ridgefield SD

School secretaries received pay equity adjustments of 9 percent per year in a two-year contract negotiated between SEIU and the school district in 1986.

Southington Board of Education

Pay equity adjustments for 80 school paraprofessionals averaged 40 to 60 percent over a two-year contract between SEIU and the school board signed in 1987.

Woodbridge Board of Education

Pay equity adjustments for 20 school paraprofessionals averaged 38 percent over a three-year period as a result of a 1987 contract between SEIU and the school board.

Other Connecticut school district that has been involved in pay equity activity: (See Connecticut in "Pay Equity Activity in States" for activity level.)

Groton Board of Education

Florida

Orange County Public Schools

An agreement between a NEA affiliate and the school district granted employees the leave time necessary for employees to participate in a pay equity study being conducted by the union. The initial coding has been completed and the results will be entered into NEA's new software program so the findings can be analyzed and subsequently transferred from point to pay grade to reflect the correct pay level at which a worker should be compensated. A preliminary report followed by a classification meeting to study the results and clarify survey data will prepare the local for bargaining for pay equity adjustments when negotiations begin in April 1990.

Other Florida school district that has been involved in pay equity activity: (See Florida in "Pay Equity Activity in States" for activity level.)

Dade County Public Schools

Illinois

Arlington/Palatine Heights SD

The following provisions were negotiated between the school district and NEA in 1989:

> "The Board and the Association shall select a committee for the purpose of revising employee job descriptions and grade levels using the system developed by NEA.

The committee shall consist of four Association members and four Board representatives. The selection of said committee shall be completed by October 1, 1989.

The revision of job criteria, descriptions and grade level updates shall be completed by March 1, 1991. Any change in grade or salary will be implemented as of July 1, 1991."

Iowa

Iowa school districts that have been involved in pay equity activity: (See Iowa in "Pay Equity Activity in States" for activity level.)

Iowa City Community SD

Sioux City Public Schools

Maryland

Maryland school district that has been involved in pay equity activity: (See Maryland in "Pay Equity Activity in States" for activity level.)

Montgomery County Board of Education

Massachusetts

Massachusetts school district that has been involved in pay equity activity: (See Massachusetts in "Pay Equity Activity in States" for activity level.)

Norwood School District

Michigan

Farmington

A cooperative research effort between the National Education Association and local affiliates of the Michigan Education Association and determination at the bargaining table led to an internal pay equity study and recognition by the Farmington School Board that sex-based inequities existed in the wages paid to education support personnel. As a result, employees of the school district began to receive pay equity adjustments in 1989.

The unions' pay equity study was complicated by the fact that job descriptions did not exist for many of the school district's positions. To carry out the study, district workers were surveyed to determine the wage gap between groups performing similar tasks. The study included cooks, custodians, bus drivers and mechanics and secretaries. Due to the lack of job descriptions, it was necessary for members of the pay equity committee, which was composed of members of the School District Board and representatives from the secretaries and paraprofessionals, to write job descriptions to help classify the workers into positions. Once the study was completed, the information was then processed by a software system designed by NEA as an evaluative instrument for assessing jobs on a bias-free basis in school districts.

The findings of the pay equity study in Farmington were accepted by the School District at the bargaining table. The school board agreed to make adjustments for the 300 members of the union who held positions which had been shown to be underpaid. These adjustments ranged from 7 to 22.4 percent. Classifications that will receive adjustments are kitchen helpers, paraprofessionals, secretaries, bookkeepers, and bus drivers. As a result of collective bargaining, the school board agreed to begin a second pay equity study that would be conducted jointly between management and labor.

Longmeadow

A pay equity study was conducted by NEA in 1989.

Shrewsbury

A pay equity study was conducted by NEA in 1989.

Pay equity studies in five school districts are planned during 1989-1990 by NEA.

Minnesota

There are 435 school districts in the state of Minnesota; all of them have been required by the Local Government Pay Equity Act, which was passed in 1984, to "establish equitable compensation relationships between female-dominated, male-dominated and balanced classes of employees." AFSCME, SEIU, NEA and other unions in the state have been actively involved in the implementation process. Implementation of pay equity plans was ongoing in 1989.

Written into the law were requirements that counties use a job evaluation system to determine comparable work value and meet and confer with representatives of their employees to develop or select the system to be utilized. Counties were also required to submit a report to the state Department of Employee Relations that included:

- the title of each job class in the jurisdiction;
- point values and salaries for female-dominated jobs as defined by the job evaluation system;
- a description of the job evaluation system used;
- and a plan for establishing equitable compensation relationships between female-dominated and male-dominated classes that included a timetable for making pay equity adjustments to classes in which inequities existed and the

estimated cost of implementing the adjustments.

School districts reported an average cost of 1.7 percent of payroll to implement pay equity.

An example of pay equity activity in Minnesota school districts:

St. Paul

Through a successful interest arbitration, clerical and technical workers achieved approximately $300,000 in pay equity compensation. The range of bi-weekly pay raises per workers was between $6 and $160. The award was significant in that the arbitrator did not allow the employer to use the market to determine pay equity adjustments.

Nevada

Clark County SD

A pilot pay equity study was completed. NEA testified before the state legislature as to the fairness of increasing funding to eliminate current wage inequities. Bargaining between the school district and NEA begins early in 1990.

New York

Glen Cove SD

Clerical employees in the Glen Cove School District on Long Island have been successful in working toward pay equity by utilizing a combined strategy of collective bargaining and litigation.

The Secretaries Association had tried unsuccessfully for several years to negotiate pay increases through the collective bargaining process. The Secretaries Association joined with Women on the Job, an employment advocacy organization, and continued to press the school district administration and board members.

Advocates of pay equity in Glen Cove turned to the courts to address sex-based wage discrimination, and the clerical workers' case was argued before the State Human Rights Enforcement Agency.

In April 1986, the New York State Division of Human Rights found probable cause that the Glen Cove School District was guilty of paying discriminatory wages to the 103 clericals and aides. Following the finding of probable cause, the School Board settled the case, agreeing to a new contract which granted $270,000 in retroactive pay increases. A fund was also established for the clericals that was to be used to improve and expand their professional skills.

Other New York school districts that have been involved in pay equity activity: (See New York in "Pay Equity Activity in States" for activity level.)

Central Islip SD

Commack SD

Elwood SD

Garden City SD

Locust Valley SD

Masspequa SD

Patchgour Medford SD

Port Washington SD

Rockville Centre SD

Sachem SD

Smithtown SD

South Huntington SD

Three Village SD

Valley Stream SD

Oregon

The Oregon Education Association (affiliated with the National Education Association) has begun to implement a statewide pay equity program. Negotiations will continue at school districts in the Eugene area. Albany and Eagle Point are targeted for the next round of studies and contract implementation.

Pennsylvania

Woodland Hills SD

Negotiations between SEIU and the school district brought pay equity adjustments of over 100 percent to approximately 110 women in secretarial classifications over a four-year period. Salaries paid to secretaries are now at the level paid to the male-dominated custodial classifications.

Other Pennsylvania school districts that have been involved in pay equity activity: (See Pennsylvania in "Pay Equity Activity in States" for activity level.)

Mt. Lebanon SD

Reading SD

Texas

Texas school district that has been involved in pay equity activity: (See Texas in "Pay Equity Activity in States" for activity level.)

Brownsville SD

Virginia

Richmond City Public Schools

The school district and the Richmond Education Association have begun to explore the issue of pay equity resulting from an outside consultant's report. The REA hopes to convince the school district to utilize the NEA's software program in order to develop a clearer picture of wage inequities for education support personnel.

Washington

Seattle SD

Surveys from the clerical and secretarial unit have been completed and coded as part of a pay equity study in the school district undertaken by the NEA affiliate. Bargaining for any pay equity adjustments resulting from the study will take place in January 1990.

Other Washington school district that has been involved in pay equity activity: (See Washington in "Pay Equity Activity in States" for activity level.)

Longview PS

PAY EQUITY ACTIVITY IN COLLEGES AND UNIVERSITIES

PAY EQUITY ACTIVITY IN COLLEGES AND UNIVERSITIES

Workers classified in state civil service systems at public colleges and universities, which generally include clerical, technical and maintenance workers, have been recipients of pay equity adjustments in the states of Connecticut, Iowa, Minnesota, New York, Oregon, Washington and Wisconsin. The adjustments resulted from pay equity studies conducted with the combined mandates of collective bargaining and legislation.

Organized pressure from unions and other groups have brought pay equity adjustments for female-dominated jobs, independent of state legislation, at several public colleges and universities. Activity at Ball State University (IN) and the University of Maine provide two such examples.

* * *

California

Napa Valley Community College

A joint effort between the Service Employees International Union and the administration at Napa Valley Community College brought pay equity adjustments averaging approximately 10 percent to secretaries, library clerks, instructional assistants, child care specialists and admissions and records clerks.

Beginning in 1986, a joint pay equity committee re-wrote job descriptions. Utilizing the factoring method utilized by Sierra Community College and drawing from the experiences of pay equity studies at Vacaville USD and Sacramento City USD, the Napa Valley College study was completed in late 1988.

At a public meeting, the college's board of trustees acted to implement the results of the study, allocating $156,000 from the general fund budget. Implementation, which represents one percent of the cost of classified salaries per year, was retroactive to July 1988 and will continue for five years until July 1993.

Other California colleges and universities that have been involved in pay equity activity: (See California in "Pay Equity Activity in States" for activity level.)

California State University System

Gavilan Joint Community College

Mira Costa Community College

North Orange County Community College District
    (Cypress Community College, Fulerton Community College)

Peralta Community College District

Saddleback Community College

Santa Monica Community College

Sierra Community College

Solano Community College

South County Community College

Southwestern Community College

Taft Community College

University of California

Connecticut

Connecticut Regional Community Colleges

Implementation of a pay equity study, mandated by state legislation, brought pay equity adjustments for tutorial/developmental/remedial education classifications, deaf education interpreters and child care teachers.

University of Connecticut

A pay equity study, which goes by the name "objective job evaluation" (or OJE under the state legislation that made it possible), examined the wages and jobs of over 600 non-faculty teaching professionals at the University of Connecticut. The study, funded by the University, was conducted internally by workers and administrators within the University system.

As a result of the OJE, plans were made to implement adjustments for the workers who were in jobs where wages were set inequitably. These plans were agreed upon through collective bargaining with the Connecticut State Federation of Teachers (affiliated with the American Federation of Teachers).

The process of implementation, which will take several years, will be partially funded by the University through appropriations made during collective bargaining, and partially from a fund made available by a legislative appropriation. An approximate total of $1.5 million worth of pay equity adjustments were made to University of Connecticut workers. The average annual adjustments for non-teaching professionals, which include librarians, infirmary nurses, career counselors, museum staff and computer programmers, was $2,800.

To ensure that wage discrimination does not re-enter the University of Connecticut workplace, a scoring committee was established to evaluate new positions as they are created and to monitor any changes made within the already-evaluated pool of jobs.

Connecticut college that has also been involved in pay equity activity: (See Connecticut in "Pay Equity Activity in States" for activity level.)

Technical College

Hawaii

University of Hawaii

The classified workers at the University of Hawaii were included in the state's pay equity study.

Indiana

Ball State University
Organizing for pay equity adjustments by office workers at Ball State University began in 1982. Initiated by Muncie 9to5 (affiliated with 9to5: National Association of Working Women), the pay equity research conducted by clerical and technical workers was released before the administration made decisions about 1983-1984 salaries. Copies of the Muncie 9to5 report were sent to key administrators, selected state legislators, the campus newsletter and the state office of equal opportunity. As a result, slight pay equity adjustments were made. Another wage study was completed which highlighted specific departments. In 1984, the administration announced a pay equity study. The persistence of the clerical workers resulted in the implementation of a new salary structure in July 1986, bringing pay equity adjustments that averaged $1,500 a year, with some as high as $3,000.

Iowa

The classified workers at Iowa's three public universities, **Iowa State**, **University of Iowa** and the **University of Northern Iowa**, were included in the state's pay equity study and implementation.

Maine

University of Maine
At the University of Maine, the Associated Clerical, Office, Laboratory, and Technical Staff of the University of Maine (affiliated with the National Education Association) began to work for pay equity in the early 1980's as one of the pilot centers for NEA's pay equity project.

The union's strategy involved bargaining with the University for the right to determine if there was gender or race bias in the wage-setting system. The completed research confirmed that biases in the system did exist.

Workers joined with the university administration to revamp the classification system, based on the results of the union's initial research, to establish a bias-free system. The process involved committees of employees, which developed and distributed surveys, organized informational meetings, collected and analyzed statistical data and updated job descriptions. The classification system created by the union committee established a system that included nine weight factors; several of the factors were new. For example, under physical effort, fine motor movements and manual dexterity are now considered. Under responsibility for cost control, costs previously ignored, such as the costs due to loss of information and savings for monitoring budgets and purchases, are now taken into account. Under working conditions, stress is a new factor. The final category where the factors have been updated is responsibility for others, which now includes a degree of supervisory responsibility -- including for student workers, responsibility for coordinating work and responsibility for sensitive information.

By the fall of 1987, a new job classification system had been created. The new system took into account factors which are important in jobs held predominantly by women but are often undervalued or ignored. Under the new system, experienced administrative secretaries will receive pay equity adjustments of $3,700 a year.

In order to seek appropriations from the legislature for pay equity adjustments, the union began an education campaign. As part of this campaign, members of the union carried out informational pickets at university-sponsored functions, passed out flyers, wrote letters to the members of the legislative appropriations committee and testified at public hearings.

In 1988, the Maine legislature passed a bill to appropriate funds for pay equity at the University. Signed by the governor, the bill authorized $2.7 million to implement the results of the pay equity study.

Maryland

University of Maryland, College Park

Research conducted by AFSCME in 1983 indicated that over 60 percent of the women working at the university were in non-professional job categories (secretarial, clerical, technical and paraprofessional). An analysis of salary ranges revealed that 65 percent of all women at the university were paid less than $16,000, while 70 percent of all men were paid more than $16,000.

Massachusetts

The classified workers at the following public colleges and universities were included in the state's pay equity study, which has not yet been implemented: Berkshire Community College; Bridgewater State College; Bristol Community College; Bunker Hill Community College; Cape Cod Community College; Fitchburg State College; Framingham State College; Greenfield Community College; Holyoke Community College; Massachusetts Bay Community College; Massachusetts College of Arts; Massachusetts. Maritime Academy; Massasoit Community College; Middlesex Community College; Mt. Wachusett Community College;.North Adams State College; North Shore Community College; Northern Essex Community College; Quinsigamond Community College; Roxbury Community College; Salem State College; Southeastern Massachusetts University; Springfield Technical Community College; University of Massachusetts (Amherst, Boston, Medical Center); Worcester State College; Westfield State College.

Michigan

Oakland Community College

In a three-year agreement negotiated between AFSCME and the college in 1987, more than 185 workers in female-dominated jobs received pay equity adjustments in excess of 25.7 percent.

Michigan university that has been involved in pay equity activity: (See Michigan in "Pay Equity Activity in States" for activity level.)

University of Michigan

Minnesota

The classified workers in the Minnesota State University System and at community colleges, excluding the University of Minnesota, were included in the state's pay equity study and implementation.

Montana

The classified workers at the following public colleges and universities were included in the state's pay equity study: Eastern Montana College; Montana State University; Montana Tech; Northern Montana College; University of Montana; and Western Montana College.

New York

State University of New York

The classified workers at the 62 public universities classified in the State University of New York (SUNY) system were included in the state's pay equity study and implementation.

Of the 300 job categories, two-thirds were determined to receive pay equity adjustments. The $12.5 million worth of pay equity adjustments totalled approximately 6 percent of payroll. The average increase for female-dominated jobs was 9 percent in the university system.

Oregon

The classified workers at the following public colleges and universities in the State System of Higher Education were included in the state's pay equity study and implementation: Eastern Oregon State College; Oregon Health Sciences University; Oregon Institute of Technology; Oregon State University; Portland State University; Southern Oregon State College; University of Oregon; and Western Oregon State College.

Other Oregon college that has been involved in pay equity activity: (See Oregon in "Pay Equity Activity in States" for activity level.)

Chemekata Community College

Pennsylvania

Philadelphia Community College
In 1985, a five-year contract between the community college and an affiliate of the American Federation of Teachers, covering 200 classified employees, brought an equity fund and pay equity adjustments of 7.5 percent. Classified workers include library paraprofessionals and other support staff, secretaries and clerks.

Washington

Over 10,000 of the classified workers at the following public colleges and community colleges under the jurisdiction of the state's Higher Education Personnel Board have been receiving pay equity adjustments as a result of the settlement reached after AFSCME v. Washington was turned down on appeal:

Bellvue Community College; Big Bend Community College; Clark College; Columbia Basin Community College; Eastern Washington University; Edmund Community College; Everett Community College; Evergreen Community College; Fort Steilacoom Community College; Grays Harbor College; Green River Community College; Highline Community College; Lower Columbia College; Olympic Community College; Peninsula College; Pierce Community College; Seattle Community College District (North Seattle Community College, Seattle Central Community College, South Seattle Community College); Shoreline Community College; Skagit Valley College; Spokane Community College District (Spokane Community College, Spokane Falls College); South Puget Sound Community College; Tacoma Community College; University of Washington; Walla Walla Community College; Washington State University; Wenatchee Valley College; Western Washington University; Whatcom Community College; and Yakima Community College.

West Virginia

The classified workers at the following sixteen public colleges and universities in the Board of Regents System were included in the state's pay equity study: Bluefield State College, Concord College, Fairmont State College, Glen Ville State College, Marshall University, Parkersburg State College, Potomac State College of West Virginia University, Shepherd College, Southern West Virginia Community College, West Liberty State College, West Virginia Institute of Technology, West Virginia College of Graduate Studies, West Virginia Institute of Technology, West Virginia Northern Community College, West Virginia School of Osteopathic Medicine, West Virginia State College and West Virginia University.

Wisconsin

The 15,000 classified employees and 7,500 academic staff at the 22 public colleges and universities in the University of Wisconsin System, which includes campuses at Madison and Milwaukee, nine additional four-year and eleven two-year campuses, were included in the state's pay equity study. Approximately 40 percent of the classified employees and 30 percent of the academic staff received pay equity adjustments.

APPENDIX

The Wage Gap Between Women and Men in the Workforce, 1979-1989

Year-Round, Full-Time Workers

Year	Women's Earnings as a Percentage of Men's
1979	59.7
1980	60.2
1981	59.2
1982	61.7
1983	63.6
1984	63.7
1985	64.6
1986	64.3
1987	65.0

Source: Data through 1983 are from Francine D. Blau and Marianne A. Ferber, The Economics of Women, Men and Work (Prentice Hall, 1986). Annual data for 1984-1987 are from the Census Bureau, U.S. Department of Commerce, Current Population Reports, Consumer Income Series P-60, nos. 150, 154, 157 and 162.

Median Annual Earnings for Full-Time, Year-Round Workers

1987

Whites, Blacks, Hispanics

All Men $26,008 (100%)
All Women $16,909 (65%)

	Men	Women
White	$26,677 (100%)	$17,034 (63.8%)
Black	$19,014 (71.3%)*	$16,002 (60.0%)*
Hispanic	$17,487 (65.6%)*	$14,569 (54.6%)*

* The base for this ratio is the earnings of White men, who are not subject to sex- or race-based wage discrimination.

Persons of Hispanic origin can be of any race.

Source: Census Bureau, Series P-60, Nos. 159 and 162, Table 41. Annual earnings data for 1988 was not released until late October 1989.

The Wage Gap in State and Local Government: All Men and All Women

While the gap in median annual wages paid to women and men was lower in the public sector than the 64.3 percent for employment in general in 1986, in state and local government, men were paid higher salaries than women in every state.

With some exceptions, the lower the wages are for men, the smaller the wage gap is between men and women. For example, in Mississippi, the median salary for men was $14,851; the median salary for women was $13,039 Women were paid 88 percent of what men were paid in 1986. The national wage gap was 63.7 percent in 1984.

With some exceptions, the higher the wages were for men, the greater the wage gap was for women. For example, in Oregon the median salary for men was $27,594, while the median salary for women was $19,681. Women were paid 71 percent of what men were paid.

It appears that, in areas with greater resources and economic stability, men's salaries are significantly higher than women's salaries and thus the wage gap is greater in these areas. Where this is the case, more work needs to be done to achieve pay equity.

A Note about EEO-4 Data

State and local governments, excluding school systems and educational institutions, are required under Title VII of the Civil Rights Act of 1964 to report information on the earnings, hiring, occupational categories and gender and race composition of their workforces. The reports, filed on the U.S. Equal Employment Opportunity Commission's EEO-4 form, are made annually by all states, all jurisdictions with 100 or more employees, and, on a rotating basis, by a sample of jurisdictions with 15-99 employees.

While different employment patterns exist between state and local levels of government, the data provided on EEO-4 forms provide information that, because of the standard form used, is reliable and can provide insights through comparison.

Data from the Bureau of Labor Statistics, which includes public education (school districts, etc.), is generally comparable to EEO-4 data.

The source of information for all of the data below is the State and Local Government Information (EEO-4), 1986, Median Annual Salaries, Full-Time Employment report.

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

ALABAMA

All Men	$19,365 (100%)
All Women	$17,436 (90%)

ALASKA

All Men	$39,416 (100%)
All Women	$28,535 (72%)

ARIZONA

All Men	$24,869 (100%)
All Women	$18,671 (75%)

ARKANSAS

All Men	$17,380 (100%)
All Women	$14,585 (84%)

CALIFORNIA

All Men	$30,282	(100%)
All Women	$22,098	(73%)

COLORADO

All Men	$25,668	(100%)
All Women	$19,341	(75%)

CONNECTICUT

All Men	$23,606	(100%)
All Women	$18,606	(79%)

DELAWARE

All Men	$20,003	(100%)
All Women	$14,582	(73%)

DISTRICT OF COLUMBIA

N/A

FLORIDA

All Men	$19,794	(100%)
All Women	$15,636	(79%)

GEORGIA

All Men	$17,928	(100%)
All Women	$16,134	(90%)

HAWAII

N/A

IDAHO

All Men	$21,518	(100%)
All Women	$16,109	(75%)

ILLINOIS

All Men	$26,550	(100%)
All Women	$18,244	(69%)

INDIANA

All Men	$18,357	(100%)
All Women	$14,637	(80%)

IOWA

All Men	$21,295 (100%) - 1987
All Women	$17,034 (80%) - 1987

KANSAS

All Men	$21,074 (100%)
All Women	$17,025 (81%)

KENTUCKY

All Men	$16,616 (100%)
All Women	$14,678 (88%)

LOUISIANA

All Men	$16,674 (100%)
All Women	$14,266 (86%)

MAINE

All Men	$19,473 (100%)
All Women	$18,436 (95%)

MARYLAND

All Men	$23,304 (100%)
All Women	$18,603 (80%)

MASSACHUSETTS

All Men	$23,554 (100%)
All Women	$18,685 (79%)

MICHIGAN

All Men	$26,755 (100%)
All Women	$22,437 (84%)

MINNESOTA

All Men	$26,597 (100%)
All Women	$19,673 (74%)

MISSISSIPPI

All Men	$14,851 (100%)
All Women	$13,039 (88%)

MISSOURI

All Men	$21,668 (100%)
All Women	$16,074 (74%)

MONTANA

All Men	$20,919 (100%)
All Women	$14,852 (71%)

NEBRASKA

All Men	$21,282 (100%)
All Women	$14,807 (70%)

NEVADA

All Men	$25,999 (100%)
All Women	$20,665 (79%)

NEW HAMPSHIRE

All Men	$19,577 (100%)
All Women	$15,336 (78%)

NEW JERSEY

All Men	$25,286 (100%)
All Women	$18,120 (72%)

NEW MEXICO

All Men	$19,111 (100%)
All Women	$16,067 (84%)

NEW YORK

All Men	$28,250 (100%)
All Women	$20,460 (72%)

NORTH CAROLINA

All Men	$17,842 (100%)
All Women	$15,845 (89%)

NORTH DAKOTA

All Men	$20,451 (100%)
All Women	$14,750 (72%)

OHIO

All Men	$21,987 (100%)
All Women	$17,834 (81%)

OKLAHOMA

All Men	$18,626 (100%)
All Women	$16,631 (89%)

OREGON

All Men	$27,594 (100%)
All Women	$19,681 (71%)

PENNSYLVANIA

All Men	$21,725 (100%)
All Women	$17,052 (78%)

RHODE ISLAND

All Men	$21,755 (100%)
All Women	$17,811 (82%)

SOUTH CAROLINA

All Men	$18,562 (100%)
All Women	$17,156 (92%)

SOUTH DAKOTA

All Men	$18,050 (100%)
All Women	$13,845 (77%)

TENNESSEE

All Men	$16,200 (100%)
All Women	$13,176 (81%)

TEXAS

All Men	$21,593 (100%)
All Women	$17,038 (79%)

UTAH

All Men	$22,516 (100%)
All Women	$15,389 (68%)

VERMONT

All Men	$19,805 (100%)
All Women	$17,375 (88%)

VIRGINIA

All Men	$21,056 (100%)
All Women	$16,841 (80%)

WASHINGTON

All Men	$28,136 (100%)
All Women	$20,226 (72%)

WEST VIRGINIA

All Men	$15,654 (100%)
All Women	$13,335 (85%0

WISCONSIN

All Men	$25,891 (100%)
All Women	$19,646 (76%)

WYOMING

All Men	$22,735 (100%)
All Women	$16,277 (72%)

The Wage Gap in State and Local Government: Whites, Blacks and Hispanics

The data show that in 30 states, state and local governments paid all men more than all women; White men more than Black and Hispanic men; and White women more than Black and Hispanic women. It varies whether Black men and women were paid more than Hispanic men and women or vice versa.

There are exceptions to the above observation in 19 states:

- In Arkansas, Hispanic women are paid more than Whites, Black men and women and Hispanic men.
- In Wisconsin, West Virginia, Vermont, Alabama, Missouri and Florida, Hispanic men are paid more than White and Black men and women and Hispanic women.
- In South Dakota, Black men are paid the most, and Black women are paid more than White and Hispanic women and Hispanic men.
- In Alabama and Florida, Hispanic women are paid more than White or Black women, just as Hispanic men are paid more than White or Black men. (In Florida, Hispanic women are also paid more than Black men.)
- In Maine and Texas, White women are paid more than Hispanic men.
- In Ohio and Pennsylvania, Black women are paid more than White or Hispanic women.
- In South Carolina and Alabama, Black men are paid less than all other men and women.
- In Virginia, Arkansas, Kentucky, Mississippi and Louisiana, Black men are paid less than all men and women, except for Black women.
- In Georgia, Black men are paid less than White women and more than Black or Hispanic women.
- In Oklahoma and North Carolina, White women are paid more than Black or Hispanic men and women.
- In Iowa, Black women are paid more than Hispanic Women and White Women.

A Note about EEO-4 Data

State and local governments, excluding school systems and educational institutions, are required under Title VII of the Civil Rights Act of 1964 to report information on the earnings, hiring, occupational categories and gender and race composition of their workforces. The reports, filed on the U.S. Equal Employment Opportunity Commission's EEO-4 form, are made annually by all states, all jurisdictions with 100 or more employees, and, on a rotating basis, by a sample of jurisdictions with 15-99 employees.

While different employment patterns exist between state and local levels of government, the data provided on EEO-4 forms provide information that, because of the standard form used, is reliable and can provide insights through comparison.

Data from the Bureau of Labor Statistics, which includes public education (school districts, etc.), is generally comparable to EEO-4 data.

The source of information for all of the data below is the State and Local Government Information (EEO-4), 1986, Median Annual Salaries, Full-Time Employment report.

State and Local Government Information (EEO-4), 1986
Median Annual Salaries, Full-Time Employment

ALABAMA

	Men	Women
White	$20,986 (100%)	$18,132 (86%)
Black	$15,294 (73%)	$15,794 (75%)
Hispanic	$22,813 (108%)	$20,125 (96%)

ALASKA

	Men	Women
White	$39,965 (100%)	$28,933 (72%)
Black	$35,112 (88%)	$27,666 (69%)
Hispanic	$35,857 (90%)	$27,036 (68%)

ARIZONA

	Men	Women
White	$26,551 (100%)	$19,435 (73%)
Black	$20,743 (78%)	$16,995 (64%)
Hispanic	$21,521 (81%)	$16,660 (62%)

ARKANSAS

	Men	Women
White	$18,033 (100%)	$14,925 (83%)
Black	$14,599 (81%)	$13,090 (73%)
Hispanic	$17,875 (99%)	$21,945 (122%)

CALIFORNIA

	Men	Women
White	$31,822 (100%)	$22,845 (72%)
Black	$26,482 (83%)	$21,258 (67%)
Hispanic	$26,922 (85%)	$19,535 (61%)

COLORADO

	Men	Women
White	$26,576 (100%)	$19,802 (75%)
Black	$23,351 (88%)	$18,489 (70%)
Hispanic	$21,920 (82%)	$17,524 (66%)

CONNECTICUT

	Men	Women
White	$24,022 (100%)	$18,886 (79%)
Black	$20,940 (87%)	$17,443 (73%)
Hispanic	$20,538 (85%)	$16,731 (70%)

DELAWARE

	Men	Women
White	$20,967 (100%)	$15,068 (72%)
Black	$16,014 (76%)	$13,374 (64%)
Hispanic	$18,750 (89%)	$15,333 (73%)

DISTRICT OF COLUMBIA

N/A

FLORIDA

	Men	Women
White	$20,940 (100%)	$16,103 (79%)
Black	$19,912 (83%)	$14,303 (70%)
Hispanic	$22,345 (109%)	$17,281 (84%)

GEORGIA

	Men	Women
White	$19,426 (100%)	$17,244 (89%)
Black	$15,007 (77%)	$14,656 (70%)
Hispanic	$18,708 (96%)	$14,566 (75%)

HAWAII

N/A

IDAHO

	Men	Women
White	$21,604 (100%)	$16,168 (75%)
Black	$17,143 (79%)	$16,000 (74%)
Hispanic	$18,381 (85%)	$13,864 (64%)

ILLINOIS

	Men	Women
White	$27,530 (100%)	$17,573 (64%)
Black	$23,926 (87%)	$19,131 (69%)
Hispanic	$24,110 (88%)	$19,620 (71%)

INDIANA

	Men	Women
White	$18,556 (100%)	$14,668 (79%)
Black	$16,920 (91%)	$14,410 (78%)
Hispanic	$17,879 (96%)	$14,679 (79%)

IOWA

1987 EEO-4 Data

	Men	Women
White	$21,318 (100%)	$17,015 (80%)
Black	$20,111 (94%)	$17,593 (83%)
Hispanic	$19,844 (93%)	$17,030 (80%)

KANSAS

	Men	Women
White	$21,379 (100%)	$17,070 (80%)
Black	$18,284 (85%)	$16,671 (78%)
Hispanic	$19,956 (93%)	$16,546 (77%)

KENTUCKY

	Men	Women
White	$17,080 (100%)	$14,813 (87%)
Black	$13,554 (79%)	$13,533 (79%)
Hispanic	$15,684 (92%)	$14,000 (82%)

LOUISIANA

	Men	Women
White	$18,446 (100%)	$15,688 (85%)
Black	$13,263 (72%)	$12,221 (66%)
Hispanic	$18,472 (100%)	$13,639 (74%)

MAINE

	Men	Women
White	$19,489 (100%)	$18,468 (95%)
Black	$19,000 (97%)	$13,392 (69%)
Hispanic	$15,333 (79%)	$13,667 (70%)

MARYLAND

	Men	Women
White	$24,714 (100%)	$19,248 (78%)
Black	$19,408 (79%)	$17,379 (70)
Hispanic	$22,965 (93%)	$19,217 (78%)

MASSACHUSETTS

	Men	Women
White	$23,679 (100%)	$18,790 (79%)
Black	$22,572 (95%)	$18,142 (77%)
Hispanic	$20,722 (88%)	$16,906 (71%)

MICHIGAN

	Men	Women
White	$27,489 (100%)	$22,222 (81%)
Black	$23,596 (86%)	$22,938 (83%)
Hispanic	$25,102 (91%)	$22,990 (80%)

MINNESOTA

	Men	Women
White	$26,717 (100%)	$19,697 (74%)
Black	$23,161 (87%)	$18,802 (70%)
Hispanic	$25,713 (96%)	$19,119 (72%)

MISSISSIPPI

	Men	Women
White	$16,632 (100%)	$14,378 (86%)
Black	$11,866 (71%)	$10,991 (66%)
Hispanic	$15,867 (95%)	$12,222 (73%)

MISSOURI

	Men	Women
White	$21,922 (100%)	$16,138 (74%)
Black	$20,052 (91%)	$15,739 (72%)
Hispanic	$22,700 (104%)	$15,357 (70%)

MONTANA

	Men	Women
White	$20,951 (100%)	$14,852 (71%)
Black	$20,000 (95%)	$16,000 (76%)
Hispanic	$20,000 (95%)	$14,105 (67%)

NEBRASKA

	Men	Women
White	$21,392 (100%)	$14,772 (69%)
Black	$19,846 (91%)	$15,710 (73%)
Hispanic	$18,845 (88%)	$14,621 (68%)

NEVADA

	Men	Women
White	$26,407 (100%)	$20,709 (78%)
Black	$23,705 (90%)	$20,359 (71%)
Hispanic	$23,202 (88%)	$19,783 (75%)

NEW HAMPSHIRE

	Men	Women
White	$19,598 (100%)	$15,338 (79%)
Black	$16,250 (83%)	$15,000 (77%)
Hispanic	$18,000 (92%)	$14,667 (75%)

NEW JERSEY

	Men	Women
White	$26,293 (100%)	$18,468 (70%)
Black	$21,405 (81%)	$17,504 (66%)
Hispanic	$21,296 (81%)	$15,755 (60%)

NEW MEXICO

	Men	Women
White	$21,177 (100%)	$18,072 (85%)
Black	$18,552 (88%)	$15,827 (75%)
Hispanic	$18,135 (86%)	$15,076 (71%)

NEW YORK

	Men	Women
White	$29,730 (100%)	$19,757 (66%)
Black	$25,425 (85%)	$21,062 (71%)
Hispanic	$25,546 (86%)	$20,667 (70%)

NORTH CAROLINA

	Men	Women
White	$19,131 (100%)	$16,585 (87%)
Black	$14,650 (77%)	$14,470 (76%)
Hispanic	$15,660 (82%)	$14,706 (77%)

NORTH DAKOTA

	Men	Women
White	$20,650 (100%)	$14,821 (72%)
Black	$18,000 (87%)	$15,000 (73%)
Hispanic	$15,200 (74%)	$12,250 (59%)

OHIO

	Men	Women
White	$22,370 (100%)	$17,667 (79%)
Black	$19,830 (89%)	$18,296 (82%)
Hispanic	$20,573 (92%)	$16,737 (75%)

OKLAHOMA

	Men	Women
White	$19,060 (100%)	$17,042 (89%)
Black	$15,510 (81%)	$14,850 (78%)
Hispanic	$16,970 (82%)	$15,413 (81%)

OREGON

	Men	Women
White	$27,754 (100%)	$19,700 (71%)
Black	$26,030 (94%)	$20,088 (72%)
Hispanic	$244,067 (86%)	$18,692 (67%)

PENNSYLVANIA

	Men	Women
White	$22,003 (100%)	$16,708 (76%)
Black	$20,693 (94%)	$18,120 (82%)
Hispanic	$19,789 (90%)	$16,927 (77%)

RHODE ISLAND

	Men	Women
White	$21,844 (100%)	$17,844 (82%)
Black	$19,119 (88%)	$17,223 (79%)
Hispanic	$20,173 (92%)	$16,667 (76%)

SOUTH CAROLINA

	Men	Women
White	$21,028 (100%)	$18,494 (88%)
Black	$14,767 (70%)	$15,317 (73%)
Hispanic	$18,364 (87%)	$19,428 (92%)

SOUTH DAKOTA

	Men	Women
White	$18,096 (100%)	$13,831 (76%)
Black	$18,800 (104%)	$14,572 (81%)
Hispanic	$11,000 (61%)	$13,000 (72%)

TENNESSEE

	Men	Women
White	$16,726 (100%)	$13,568 (81%)
Black	$14,648 (88%)	$12,119 (72%)
Hispanic	$16,154 (97%)	$14,000 (84%)

TEXAS

	Men	Women
White	$23,871 (100%)	$18,226 (76%)
Black	$18,869 (90%)	$15,908 (67%)
Hispanic	$17,253 (72%)	$14,852 (62%)

UTAH

	Men	Women
White	$22,685 (100%)	$15,433 (68%)
Black	$18,968 (84%)	$16,091 (71%)
Hispanic	$19,082 (84%)	$14,552 (64%)

VERMONT

	Men	Women
White	$19,798 (100%)	$17,375 (88%)
Black	N/A	N/A
Hispanic	$23,750 (120%)	N/A

VIRGINIA

	Men	Women
White	$22,330 (100%)	$17,566 (79%)
Black	$17,266 (77%)	$15,357 (69%)
Hispanic	$20,847 (93%)	$18,107 (81%)

WASHINGTON

	Men	Women
White	$28,246 (100%)	$20,319 (71%)
Black	$25,976 (91%)	$19,926 (70%)
Hispanic	$23,981 (84%)	$18,620 (66%)

WEST VIRGINIA

	Men	Women
White	$15,737 (100%)	$13,349 (85%)
Black	$13,691 (87%)	$12,947 (82%)
Hispanic	$20,000 (127%)	$14,800 (94%)

WISCONSIN

	Men	Women
White	$25,978 (100%)	$19,784 (76%)
Black	$23,973 (92%)	$18,829 (72%)
Hispanic	$27,573 (106%)	$19,253 (74%)

WYOMING

	Men	Women
White	$22,947 (100%)	$16,374 (71%)
Black	$18,143 (79%)	$17,167 (75%)
Hispanic	$18,849 (82%)	$14,816 (65%)

Examples of Jobs that Have Been Upgraded to Correct Gender- or Race-Based Wage Inequities in the Public Sector

Account Clerk
Activities Assistant
Administrative Clerk
Administrative Secretary
Administrative Support Assistant
Billing Clerk
Caseworker
Classroom Aide
Clerical Worker
Clerk
Cook
Correction Counselor Series
Court Clerk
Customer Service Representative
Data Entry Operator II
Data Entry Operator III
Eligibility Worker
Financial Assistant
Food Service Worker
Hall Monitor
Health Room Technician
Human Service Worker
Institutional Attendant
Keyboard Operator
Kitchen Helper
Librarian
Library Clerk
Licensed Practical Nurse
Maintenance Assistant
Medical Technologist
Office Assistant III
Office Technician I
Paraprofessional
Police Record Clerk
Purchasing Officer
Recreation Leader
Registered Nurse
Research Analyst
Resident Treatment Worker
Secretary I
Social Services Aide
Social Worker I
Staff Clerk
Stenographer

Switchboard Supervisor
Teacher Aide
Teacher
Tourist Information Assistant II
Typist
Unemployment Compensation Associate I

Source: National Committee on Pay Equity Questionnaire on Public Sector Pay Equity Activity, 1979-1989, selected responses.

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Glossary of Terms

Due to the technical nature of the process involved in eliminating sex- and race-based wage discrimination by conducting a pay equity study, definitions of the terms used throughout this report are provided below to assist readers in understanding the text. We gratefully acknowledge the work of the Pay Equity Commission in Ontario and the Pay Equity Bureau in Manitoba, Canada for many of the definitions in the glossary that follows.

Across-the-Board-Increase. An identical pay increase given to every worker in a specific bargaining unit, or across the entire workforce of a particular employer.

Bargaining Unit. A group of workers represented by a union and recognized by the employer for the purposes of collective bargaining.

Benchmark Jobs. A representative sampling of jobs covering the spectrum of jobs in an organization. Benchmark jobs can be used as reference points in the design and application of a job evaluation system.

Classification. A hierarchical structure of jobs, usually arranged into classes or pay grades according to some form of job evaluation.

Collective Bargaining. A method of determining wages, hours, and other conditions of employment through direct negotiations between the union and employer.

Comparable Worth. A term used by the National Committee on Pay Equity interchangeably with the term pay equity. See "pay equity."

Compensable Factor. Any factor used to provide a basis for judging value in a job evaluation scheme. The most commonly employed compensable factors are skill, effort, responsibility and working conditions.

Disproportionately-Minority Job Classification. A disproportionately-minority job classification is one in which there are at more Black and Hispanic workers than would be expected given the proportion of Black and Hispanic women and men in the workforce.

For example, in the state of New York, over 21 percent of all state employees were people of color (17 percent Black, 3 percent Hispanic, one percent all other racial/ethnic minorities), therefore, a disproportionately-minority job classification is one in which 30.8 percent or more of the persons holding the job are Blacks or Hispanics.

Effort. The measurement of mental and physical application required in a job to adequately perform the assigned tasks.

Equal Pay for Equal Work. The principle that a woman doing the same or substantially the same work as a man in an establishment should receive equal pay.

Equal Pay for Work of Equal Value. The principle of paying equal pay for different jobs in an organization which are determined to contribute the same or comparable value to that organization. A principle which will eliminate gender-based wage discrimination. The terms pay equity or comparable worth can also be used to describe this concept.

Factor. A basic component or part of a job evaluation plan which is used to measure characteristics of a job. For example, for pay equity purposes, the four factors measured are skill, effort, responsibility and working conditions.

Factor Comparison. A method of job evaluation in which relative values for each of the number of factors of a job are established for the same factors on selected or key jobs.

Female-Dominated Job Classification. A job classification where a majority of the incumbents in the class are women. For example, many states examine classifications that are 70 percent of more female, which often includes clerical and other classifications.

Job Description. A description of the nature of a particular job, its relationship to other jobs, the working condition, the degree of skill, effort, responsibility, etc., and the qualifications required to do the work involved.

Job Evaluation. The process of comparing the value of jobs in order to determine the position of one job in relation to another.

Job Evaluation System. An evaluation system capable of measuring skill, effort, responsibility and working conditions.

Job Match Study. A study in which jobs from one jurisdiction are matched with those in one or more jurisdictions which have already completed pay equity studies, and pay equity adjustments are then estimated from the results of other studies.

Male-Dominated Job Class. A job class where a majority of the incumbents in the job class are men. For example, many states examine classifications that are 70 percent of more male, which often includes maintenance and other classifications.

Occupational Segregation. The clustering a class of workers, such as women, into a narrow range of occupations. For women, these jobs are primarily clerical, sales, service and health care.

Pay Equity. Most women and people of color are still segregated into a small number of jobs. These jobs have historically been undervalued and continue to be underpaid because of the gender or race of the people who hold them. Pay equity is a means of eliminating gender and race discrimination from wage-setting systems. By requiring that employers use gender and race bias-free criteria to set wages, pay equity eliminates wage discrimination between, as well as within, job categories.

Pay Equity Study. See definition in Overview under "Pay Equity Activity Levels: Definitions."

Pay Equity Adjustment. See definition in Overview under "Pay Equity Activity Levels: Definitions."

Point-Factor. A method of job evaluation in which a rating scale is constructed for each factor, each factor receives a numerical score, scores are totaled and a job value is established.

Regression Analysis. Used to test for the impact of an independent variable while statistically controlling for the effects of other independent variables. For pay equity purposes, it is used to estimate the relationship between point values of evaluated gender-dominated and/or disproportionately-minority jobs and the pay rates.

Responsibility. Aspects such as the accountability or decision-making components of the job. Often measures consequence of responsibility such as cost factors, human relations, supervision.

Salary/Pay Line. The determination of the female or male salary structure in a workplace. The pay line identifies the general trend of an organization's pay practice as applied to male and female-dominated job classes.

Skill. The level of knowledge or ability required to perform the tasks of the job. Often measured in terms of education, experience and training.

Sub Factor. A further breakdown of identified factors. In job evaluation plans, a factor such as skill could have sub factors such as education or on-the-job training; effort would be broken down into sub factors such as physical effort and mental effort.

Wage Gap. The difference between the average wage paid to men and women or between white men, who are not subject to sex- or race-based wage discrimination, and white women and people of color.

Weighting. The process of allocating a higher emphasis to one factor than another, so that the factors considered to be of relatively greater importance to an organization assume greater importance.

Working Conditions. Encompasses the environmental surroundings and also the conditions under which the tasks are performed. These conditions could be either physical or psychological.

Definitions adapted from: Job Evaluation. Winnipeg, Manitoba: Pay Equity Bureau, 1988; and How To Do Pay Equity Job Comparisons. Toronto, Ontario: Pay Equity Commission, 1989.

National Committee on Pay Equity

Questionnaire on Public Sector Pay Equity Activity

Please respond to the questionnaire with as much information as you are able and attach any related documents and descriptive information. Thank you.

1. Name of Jurisdiction:

____

(state, county, city, university, school district, other)

2. If there is pay equity legislation pending in your jurisdiction, please cite the bill(s):

____

3. If there is litigation pending in your jurisdiction that involves pay equity, please enclose any related pleadings, decisions, contracts, press releases or other descriptive information and cite the case(s):

____

____

PAY EQUITY RESEARCH/DATA COLLECTION

If your jurisdiction has engaged in this activity, please cite the year(s) in which it occurred, or indicate "ongoing" and complete this section of the questionnaire.

____

Year(s) ________________

4. Please indicate the nature of any pay equity research/data collection:

- Identifying occupational segregation ☐
- Studying wage inequities in general ☐
- Identifying wage gap between sexes ☐
- Identifying wage gap between disproportionately minority and white-dominated job categories ☐

- Other ____________________

5. Was a commission or task force appointed?
[] YES [] NO

PAY EQUITY STUDY

If your jurisdiction has engaged in this activity, please cite the year(s) in which it occurred, or indicate "ongoing," and complete this section of the questionnaire.

Year(s) ____________

6. What is/will be the completion date of the study?
____

7. Did the study/will the study include the use of a point factor system in order to evaluate dissimilar jobs in relation to a set of common factors?
[] YES [] NO

8. Was there/will there be a comparison of salaries:

- between female- and male-dominated categories?
[] YES [] NO

- between disproportionately minority and White-dominated categories?
[] YES [] NO

9. Who conducted/will conduct the study?

____

10. What was/will be the cost of the study?
____

JOB EVALUATION STUDY

---

11. Has your jurisdiction conducted a job evaluation study to establish a point-factor system but not a pay equity study?
[] YES [] NO

12. Has your jurisdiction conducted a job evaluation study in addition to a pay equity study?

☐ YES ☐ NO

PAY EQUITY ADJUSTMENTS

If your jurisdiction has engaged in this activity, please cite the year(s) in which it occurred, or indicate "ongoing," and complete this section of the questionnaire.

Year(s)________________

13. How many classifications were/will be upgraded to correct gender- or race-based wage inequities?

____

14. How many individuals will be affected by a pay equity adjustment? ________________________

15. Please list five (5) classifications that were/will be upgraded:

____

____

____

IMPLEMENTATION

If your jurisdiction has engaged in this activity, please cite the year(s) in which it occurred, or indicate "ongoing," and complete this section of the questionnaire.

Year(s)________________

16. How was implementation of the plan authorized?

____

(legislation, personnel dept., collective bargaining, other)

17. Was implementation/will it be the result of a pay

equity study?

☐ YES ☐ NO

18. How long will it take/did it take to implement pay equity?_______________

19. How will funds be/how were funds allocated?

____
(collective bargaining, legislative appropriation, etc.)

20. What will be/ what was the average percentage and/or dollar amount of adjustments?

____

21. Please give some representative examples of classifications that will receive/have received pay equity adjustments (i.e. clerical workers, social workers, etc.):

____

22. What was/will be the percentage of the payroll budget for pay equity implementation?

____

23. What organizations were involved in your jurisdiction's work on pay equity? (Unions, women's organizations, advocacy groups, etc.)

____

____

____

24. If pay equity implementation is ongoing or completed in any other jurisdictions that you are aware of, please list the jurisdiction and a contact from whom we could obtain information about the jurisdictions below:

____

____

____

25. This survey was completed by:

NAME ____

TITLE ____

ORGANIZATION ________________________________

ADDRESS _____________________________________

____

PHONE NUMBER (_____)________________

[ ] I would like to remain a contact for the jurisdiction for which this questionnaire has been completed.

Please return your completed questionnaire to:

NATIONAL COMMITTEE ON PAY EQUITY
1201 Sixteenth Street, N.W. Suite 420
Washington, D.C. 20036

Thank you for taking the time to complete the questionnaire.

FOOTNOTES

Chapter 1, p. 3

[1]. Census Bureau, "Labor Management Relations in State and Local Government, 1982." This compares to 12.9 percent in the private sector and 36 percent when goverment employees in states without collective bargaining are included. (Bureau of Labor Statistics, Employment and Earnings, January 1989, Table 60.) See also "Women in Public Sector Employment "by Debbie Goldman at the Public Employee Department, AFL-CIO, 1989.

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[1] Bureau of Labor Statistics, Employment and Earnings.. Tables 3 and 24. January 1989.

[2] U.S. Equal Employment Opportunity Commission. Minorities and Women in State and Local Government, 1974 -1984. Washington DC: EEOC Office of Program Research, Report No. 86-104, July 1986.

[3] Bureau of Labor Statistics, Labor Force Statistics Derived from the Current Population Survey: 1948 -1987, Table B-11.

[4] Bureau of Labor Statistics, Employment and Earnings, January 1989; U.S. Equal Employment Opportunity Commission, "Job Patterns for Women and Minorities in State and Local Government, 1986."

[5 - 8] U.S. Equal Employment Opportunity Commission. Minorities and Women in State and Local Government, 1974 -1984. Washington DC: EEOC Office of Program Research, Report No. 86-104, July 1986.

[9] Bell, Deborah E. "Unionized Women in State and Local Government." Women, Work and Protest. Ruth Milkman, ed.

Chapter 2, p. 13

[1] U.S. House Committee on Post Office and Civil Service, Subcommittee on Human Resources, Civil Service, Compensation and Employee Benefits. Pay Equity: Equal Pay for Work of Comparable Value. Joint Hearings, Parts I and II, September 16 - December 2, 1982. Washington, DC: U.S. Government Printing Office, 1983. 97th Congress, Serial No. 97-53.

[2] U.S. Library of Congress, Congressional Research Service. Comparable Worth/Pay Equity in the Federal Government by Linda LeGrande. October 16, 1985. CRS Report No. IB85116.

3 *"OPM Comparable Worth/Pay Equity Study Overstates Women's Progress in Federal Workforce." Washington, DC: National Committee on Pay Equity and Institute for Women's Policy Research, 1987.*

Chapter 2, p. 16

a Office of Personnel Management. "Employment and Trends." January 1989. Page 71.

b Ibid.

c,d-e Institute for Women's Policy Research, based on unpublished data from the Office of Personnel Management, from "OPM Comparable Worth/Pay Equity Study Overstates Women's Progress in Federal Workforce." Washington, DC: National Committee on Pay Equity, September 1987.

f Federal Civilian Workforce Statistics: Occupations of Federal White Collar and Blue Collar Workers. Office of Personnel Management, Personnel Systems Oversight Group, Office of Workforce Information, September 20, 1987, MW56-20.

g-h Havemann, Judith. "Profiles of a Shifting U.S. Workforce: More Minorities, Women in Government; Domestic Agencies Smaller." The Washington Post, August 17, 1989.

i Office of Personnel Management, "Occupations of Federal White Collar and Blue-Collar Workers," September 1987, Tables C-2 and C.

Chapter 3, p. 56

1 Berheide, Catherine White, Cynthia H. Chertos and Ronnie Steinberg. "Pay Equity for Blacks and Hispanics in New York State Government Employment," in Pay Equity: An Issue of Race, Ethnicity and Sex. Washington, DC: National Committee on Pay Equity, 1987, p. 90.

PAY EQUITY

Justice You Can Bank On SM

National Committee on Pay Equity
1201 Sixteenth Street, NW
Suite 420
Washington, DC 20036
(202) 822-7304

Appendix 16

END

U.S. Dept. of Education

Office of Education
Research and
Improvement (OERI)

ERIC

Date Filmed

March 29, 1991